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SESSIONAL PAPERS.

16^c - 17

VOLUME 11.

SECOND SESSION OF THE SEVENTH PARLIAMENT

OF THE

DOMINION OF CANADA.

SESSION 1892.



VOLUME XXV.

OTTAWA
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OF THE

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1. Report of the Auditor General on Appropriation Accounts for the year ended 30th June, 1891. Presented 15th March, 1892, by Hon. G. E. Foster—
Printed for both distribution and sessional papers.

CONTENTS OF VOLUME 2.

2. Public Accounts of Canada for the fiscal year ended 30th June, 1891. Presented 1st March, 1892, by Hon. G. E. Foster. 2a. Estimates for the year ending 30th June, 1893; presented 14th March, 1892. 2b. Supplementary Estimates for the year ending 30th June, 1892; presented 31st March, 1892. 2c. Supplementary Estimates for the year ending 30th June, 1893; presented 27th June, 1892.....*Printed for both distribution and sessional papers.*
3. List of Shareholders in the Chartered Banks of Canada as on the 31st December, 1891; presented 22nd March, 1892, by Hon. G. E. Foster..... *Printed for both distribution and sessional papers.*

CONTENTS OF VOLUME 3.

- 3a. Report of dividends remaining unpaid and amounts, or balances, in respect to which no transactions have taken place, or upon which no interest has been paid for five years or upwards, prior to 31st December, 1891, in chartered banks of Canada. Presented 12th May, 1892, by Hon. G. E. Foster.
Printed for both distribution and sessional papers.
4. Report of the Superintendent of Insurance for the year ending 31st December, 1891.
Printed for both distribution and sessional papers.
- 4a. Preliminary abstract of the business of Canadian Life Insurance Companies for the year ending 31st December, 1891. Presented 1st March, 1892, by Hon. G. E. Foster.
Printed for both distribution and sessional papers.
- 4b. Abstract of statements of Insurance Companies in Canada for the year ending 31st December, 1891. Presented 10th May, 1892, by Hon. G. E. Foster.
Printed for both distribution and sessional papers.

CONTENTS OF VOLUME 4.

5. Tables of the Trade and Navigation of Canada for the fiscal year ended 30th June, 1891, compiled from official returns. Presented 1st March, 1892, by Hon. M. Bowell.
Printed for both distribution and sessional papers.
6. Report, Returns and Statistics of the Inland Revenues of Canada, for the fiscal year ended 30th June, 1891; Part I, Excise, etc. Presented 31st March, 1892, by Hon. J. Costigan.
Printed for both distribution and sessional papers.

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- 6a. Inspection of Weights, Measures and Gas, being a supplement to the Report of the Department of Inland Revenue, 1891 *Printed for both distribution and sessional papers.*
- 6b. Report on Adulteration of Food, for the fiscal year ended 30th June, 1891.
Printed for both distribution and sessional papers.

CONTENTS OF VOLUME 5.

7. Report of the Minister of Agriculture of Canada, for the calendar year 1891. Presented 6th April, 1892, by Hon. J. Carling. Appendices to the Report of the Minister of Agriculture of Canada, for the year 1891. Presented 20th June, 1892, by Hon. J. Carling.
Printed for both distribution and sessional papers.
- 7a. Report on Canadian Archives, 1891. Presented 8th April, 1892, by Hon. J. Carling.
Printed for both distribution and sessional papers.
- 7b. Report of the High Commissioner of Canada, with Reports from Agents in the United Kingdom, for the year 1891. Presented 6th April, 1892, by Hon. J. Carling.
Printed for both distribution and sessional papers.
- 7b.* Supplementary Report of the High Commissioner of Canada. Presented 29th March, 1892, by Hon. G. E. Foster *Printed for sessional papers only.*
- 7c. Report on the production and manufacture of Beet Sugar by William Saunders, Director Dominion Experimental Farms. Presented 4th March, 1892, by Hon. G. E. Foster.
Printed for both distribution and sessional papers.

CONTENTS OF VOLUME 6.

- 7d. Mortuary Statistics of the principal cities and towns of Canada, for the year 1891. Presented 30th May, 1892, by Hon. J. Carling *Printed for both distribution and sessional papers.*
- 7e. Criminal Statistics for the year 1891 *Printed for both distribution and sessional papers.*
- 7f. Reports of the Director and Officers of the Experimental Farms for the year 1891. Presented 5th July, 1892, by Hon. J. Carling... *Printed for both distribution and sessional papers.*
- 7g. Second Annual Report of the Dairy Commissioner of Canada, for 1891.
Printed for both distribution and sessional papers.

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8. Annual Report of the Department of Public Works of Canada, for the fiscal year 1890-91. Presented 21st April, 1892, by Hon. J. A. Ouimet *Printed for both distribution and sessional papers.*
9. Annual Report of the Minister of Railways and Canals, for the past fiscal year, from the 1st July, 1890, to the 30th June, 1891. Presented 6th April, 1892, by Hon. J. Haggart.
Printed for both distribution and sessional papers.

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- 9a. Canal Statistics for Season of Navigation, 1891..... *Printed for both distribution and sessional paper*
- 9b. Railway Statistics, and Capital, Traffic and Working Expenditure of the Railways of Canada, for 1891. Presented 30th June, 1892, by Hon. J. Haggart.
Printed for both distribution and sessional papers.
- 9c. Annual Report of the Canals Revenue Branch for 1891.
Printed for both distribution and sessional papers.
10. Twenty-fourth Annual Report of the Department of Marine, for the fiscal year ended 30th June, 1891. Presented 1st April, 1892, by Hon. C. H. Tupper.
Printed for both distribution and sessional papers.
- 10a. Report of the Chairman of the Board of Steamboat Inspection, etc., for calendar year ended 31st December, 1891 *Printed for both distribution and sessional papers*

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- 11.** Annual Report of the Department of Fisheries, for the year 1891. Presented 2nd June, 1892, by Hon. C. H. Tupper..... *Printed for both distribution and sessional papers.*
- 11a.** Fisheries Statements and Inspectors' Reports for the year 1891.
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- 12.** Report of the Postmaster General of Canada, for the year ended 30th June, 1891. Presented 13th April, 1892, by Sir A. P. Caron..... *Printed for both distribution and sessional papers.*
- 13.** Annual Report of the Department of the Interior, for the year 1891. Presented 2nd June, 1892, by Hon. E. Dewdney *Printed for both distribution and sessional papers.*
- 13a.** Summary Report of the Geological Survey Department, for the year 1891. Presented 5th May, 1892, by Hon. E. Dewdney..... *Printed for both distribution and sessional papers.*

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- 14.** Annual Report of the Department of Indian Affairs for the year ended 31st December, 1891. Presented 9th March, 1892, by Hon. E. Dewdney... *Printed for both distribution and sessional papers.*
- 15.** Report of the Commissioner of the North-West Mounted Police, 1891. Presented 23th June, 1892, by Hon. E. Dewdney. *Printed for both distribution and sessional papers.*
- 16.** Report of the Secretary of State of Canada for the year ended 31st December, 1891. Presented 9th July, 1892, by Hon. J. C. Patterson..... *Printed for both distribution and sessional papers.*
- 16a.** The Civil Service List of Canada, 1891. Presented 9th July, 1892, by Hon. J. C. Patterson.
Printed for both distribution and sessional papers.
- 16b.** Report of the Board of Civil Service Examiners for the year ended 31st December, 1891. Presented 1st June, 1892, by Hon. J. C. Patterson... .. *Printed for both distribution and sessional papers.*

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- 16c.** Report of the Royal Commission appointed to investigate the working of the Civil Service Act, and other matters connected with the Civil Service generally. Presented 20th May, 1892, by Sir John Thompson..... *Printed for both distribution and sessional papers.*
- 16d.** Annual Report of the Department of Public Printing and Stationery of Canada, for the year ending 30th June, 1891. Presented 15th June, 1892, by Hon. J. C. Patterson.
Printed for both distribution and sessional papers.
- 17.** Report of the Joint Librarians of Parliament for the session of 1892, on the state of the Library of Parliament. Presented 25th February, 1892, by Hon. Mr. Speaker—
Printed for sessional papers only.

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- 18.** Report of the Minister of Justice as to Penitentiaries in Canada for the year ended 30th June, 1891. Presented 23rd March, 1892, by Sir John Thompson.
Printed for both distribution and sessional papers.
- 19.** Annual Report of the Department of Militia and Defence of Canada, 31st December, 1891. Presented 7th April, 1892, by Hon. M. Bowell..... *Printed for both distribution and sessional papers.*
- 20.** Statement of Governor General's Warrants issued since the closing of parliament and of the expenditure made on them, in accordance with the Consolidated Revenue and Audit Act. Presented 29th February, 1892, by Hon. G. E. Foster..... *Printed for distribution only.*
- 20a.** Return to an address of the House of Commons to his excellency the Governor General, dated 8th March, 1892, for copies of all reports of ministers of the crown upon which any Governor General's warrants have been issued during the recent recess of parliament, and of the orders in council authorizing such issue. Presented 7th April, 1892.—*Mr. Mulock*..... *Not printed.*
- 21.** Report of the Commissioner, Dominion Police, for the year 1891, under Revised Statutes of Canada, chapter 184, section 5. Presented 29th February, 1892, by Sir John Thompson..... *Not printed.*

VOLUME 12—Continued.

22. Statement of expenditure under vote for miscellaneous unforeseen expenses, from July, 1891, to date. Presented 1st March, 1892, by Hon. G. E. Foster. *Printed for distribution only.*
23. Statement in reference to fishing bounty payments for 1890-91, required by chapter 96 of the Revised Statutes of Canada. Presented 1st March, by Hon. C. H. Tupper. *Printed for sessional papers only.*
- 23a. Return to an order of the House of Commons, dated 3rd August, 1891, for a return of the names of proprietors to whom licenses have been granted for salmon net fishing on the Restigouche River, in the county of Bonaventure, for 1890 and 1891. Presented 3rd March, 1892—*Mr. Fauvel.*
Not printed.
- 23b. Draft of proposed regulations for the lobster fishery. Presented 17th March, 1892, by Hon. C. H. Tupper. *Printed for distribution only.*
- 23c. Copies of papers relating to the mutual recognition by Canada and Newfoundland of licenses issued to United States fishing vessels, under the *modus vivendi*, and the division of the fees collected by the same. Presented 18th March, 1892, by Hon. C. H. Tupper. *Printed for sessional papers only.*
- 23d. Return to an order of the House of Commons, dated 14th March, 1892, for a return showing the quantity, value and kinds of fish, fish oil and fish products imported into Canada from Newfoundland, each year, for past five years; also amount of duty thereon which would have been paid if the duties levied upon similar imports from other countries had been levied. Presented 22nd March, 1892.—*Mr. White (Shelburne).* *Printed for sessional papers only.*
- 23e. Further papers respecting the fisheries on the Atlantic coast, including the separate arrangement proposed to be entered into by Newfoundland with the United States, and also the enforcement by the government of Newfoundland against Canadian vessels of the Newfoundland Bait Act. Presented 30th March, 1892, by Hon. C. H. Tupper. *Printed for sessional papers only.*
- 23f. Additional papers respecting the fisheries on the Atlantic coast, including the separate arrangement proposed to be entered into by Newfoundland with the United States, and also the enforcement by the government of Newfoundland against Canadian vessels of the Newfoundland Bait Act. Presented 7th April, 1892, by Hon. C. H. Tupper. *Printed for both distribution and sessional papers.*
- 23g. Return to an order of the House of Commons, dated 6th April, 1892, for a copy of all correspondence between F. Charlebois, of Byng Inlet, North (Ontario), and the fisheries department concerning the payment of a claim for service performed by the said Charlebois for the said department. Presented 21st April, 1892—*Mr. Laurier.* *Not printed.*
- 23h. Further papers respecting the enforcement against Canadian fishing vessels by the government of Newfoundland of the Newfoundland Act respecting the sale of bait to foreign fishing vessels. Presented 11th May, 1892, by Sir John Thompson *Printed for sessional papers only.*
- 23i. Return to an order of the House of Commons, dated 14th March, 1892, for a return showing the number of Newfoundland vessels and men therein, and number of fixed fishing establishments owned by Newfoundlanders, with number of employees engaged last year in fishing, in whole or in part, within the waters adjacent to Canadian Labrador and Magdalen Islands. Presented 12th May, 1892.—*Mr. White (Shelburne).* *Printed for sessional papers only.*
- 23j. Further papers respecting the enforcement by the Newfoundland authorities against Canadian fishing vessels of the Newfoundland Act respecting the sale of bait to foreign vessels. Presented 20th May, 1892, by Sir John Thompson *Printed for sessional papers only.*
24. Return to an address of the House of Commons to his excellency the Governor General, dated 21st April, 1890, for copies of any and all communications that may have passed between the imperial and dominion governments with reference to the abrogation of such articles in the various treaties of commerce between her majesty's government and the government of foreign nations as preclude preferential fiscal treatment of goods of British and colonial production by the government of the dominion. Presented 7th March, 1892.—*Mr. Laurier.*
Printed for both distribution and sessional papers.
- 24a. Copy of a despatch from the right honourable the secretary of state for the colonies in reply to an address to her majesty praying that her majesty would take such steps as might be necessary to denounce and terminate the provisions contained in the most-favoured nation clauses of the treaties with the German Zollverein and the kingdom of Belgium. Presented 22nd April, 1892, by Hon. G. E. Foster *Printed for sessional papers only.*

VOLUME 12—*Continued.*

- 25.** Return to an order of the House of Commons, dated 3rd March, 1892, showing the date of the Speaker's warrant, the date of the writ, and the date of the appointment of a returning officer, in the case of election of members to the House of Commons, since the close of last session; also a statement of the causes of delay in reference to any of these matters where delays have taken place. Presented 7th March, 1892.—*Mr. Mills (Bothwell)*..... *Not printed.*
- 25a.** Supplementary return to an order of the House of Commons, dated 3rd March, 1892, for a return showing the date of the Speaker's warrant, the date of the writ, and the date of the appointment of a returning officer, in the case of election of members to the House of Commons, since the close of last session; also a statement of the causes of delay in reference to any of these matters where delays have taken place. Presented 3rd June, 1892.—*Mr. Mills (Bothwell)*..... *Not printed.*
- 26.** Ten days' statement of the receipts and payments of Canada, from the 11th to the 20th February, and from the 21st to the 29th February, 1892, and the corresponding periods of 1891. Presented 7th March, 1892, by Hon. G. E. Foster..... *Not printed.*
- 26a.** Ten days' statement of the receipts and payments of Canada, from the 1st to the 10th March instant, and the corresponding period of 1891. Presented 15th March, 1892, by Hon. G. E. Foster.
Not printed.
- 26b.** Ten days' statement of the receipts and payments of Canada, from the 11th to the 20th of March, instant, and the corresponding period of 1891. Presented 23rd March, 1892, by Hon. G. E. Foster.
Not printed.
- 26c.** Ten days' statement of the receipts and payments of Canada, from the 11th to the 20th of April, instant, and the corresponding period of 1891. Presented 22nd April, 1892, by Hon. G. E. Foster.
Not printed.
- 26d.** Ten days' statement of the receipts and payments of Canada, from the 21st to the 30th of April, ultimo, and the corresponding period of 1891. Presented 4th May, 1892, by Hon. G. E. Foster.
Not printed.
- 26e.** Ten days' statement of the receipts and payments of Canada, from the 11th to the 20th May, instant, and the corresponding period of 1891. Presented 30th May, 1892, by Hon. G. E. Foster.
Not printed.
- 26f.** Ten days' statement of the receipts and payments of Canada, from the 21st to the 31st May last, and the corresponding period of 1891. Presented 3rd June, 1892, by Sir John Thompson.—
Not printed.
- 26g.** Ten days' statement of the receipts and payments of Canada, from the 1st to the 10th June, instant, and the corresponding period of 1891. Presented 27th June, 1892, by Hon. G. E. Foster.—
Not printed.
- 26h.** Ten days' statement of the receipts and payments of Canada, from the 21st to 31st June last, and the corresponding period of 1891. Presented 9th July, 1892, by Hon. G. E. Foster. *Not printed.*
- 27.** Statement of all superannuations and retiring allowances in the civil service, giving the name and rank of each person superannuated or retired, his salary, age and length of service, his allowance and cause of retirement, whether vacancy has been filled by promotion or new appointment, etc., for year ended 31st December, 1891. Presented 7th March, 1892, by Hon. G. E. Foster.—
Printed for both distribution and sessional papers.
- 28.** Statement of the affairs of the British Canadian Loan and Investment Company, as on the 31st December, 1891. Presented 9th July, 1892, by Hon. Mr. Speaker..... *Not printed.*
- 29.** Return to an address of the Senate to his excellency the Governor General, dated 4th August, 1891, for a statement in detail of the amount of money paid to A. F. Wood, Esq., for services, etc., as commissioner for canals and railways in different places in 1890. Presented 4th March, 1892.—*Hon. Mr. Flint*..... *Not printed.*
- 30.** Return to an address of the Senate to his excellency the Governor General, dated 5th June, 1891, for a statement of all receipts in the unorganized territories of Keewatin and the Mackenzie River Basin on account of revenue under the Customs Act or otherwise, for the last three years, and of the expenditure for public purposes during the same period. Presented 4th March, 1892.—*Hon. Mr. Girard*..... *Not printed.*

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- 31.** List of public officers to whom commissions have issued under chapter 19 of the Revised Statutes of Canada, during the past year, 1891. Presented 10th March, 1892, by Sir John Thompson.—
Printed in No. 16.
- 32.** Detailed statement of all bonds and securities registered in the department of the secretary of state of Canada, since last return, 1891, submitted to the parliament of Canada under section 23, chapter 19, of the Revised Statutes of Canada. Presented 10th March, 1892, by Sir John Thompson.
Not printed.
- 33.** Return to an order of the House of Commons, dated 1st July, 1891, for a return giving : 1. The number of Chinese immigrants that have entered Canada since the date of the last return ordered by the House, specifying : (a). The ports at which said Chinese immigrants were entered ; (b). The amount of duty or head-money collected ; (c). The number that entered by virtue of return certificates ; (d). The number of return certificates issued during the same period, and the number of Chinese that during the same period passed through Canada in bond to destinations out of Canada. 2. The number that entered Canada as belonging to the diplomatic or consular service of China. 3. The number of Chinese that entered Canada during the same period, either as tourists, men of science, students or merchants. 4. Copies of all correspondence, if any, between the imperial government and this government, or between this government and the government of China, if any, or between the government of British Columbia and this government, or with any labour organization, or with any company, corporation or person, having reference to the Chinese Restriction Act or suggesting amendments to the same. Presented 10th March, 1892.—*Mr. Gordon.*
Not printed.
- 34.** Return under resolution of the 20th February, 1892, in so far as the same is furnished by the department of interior, respecting the Canadian Pacific Railway Company. Presented 11th March, 1892, by Hon. E. Dewdney.....*Printed for sessional papers only*
- 34a.** List of lands sold by the Canadian Pacific Railway Company from the 1st October, 1890, to the 1st October, 1891. Presented 6th April, 1892, by Hon. J. Haggart*Not printed.*
- 35.** Return to an order of the House of Commons, dated 13th July, 1891, for a return of all letters, correspondence, petitions and papers, not otherwise brought down, between all persons in the department of marine and fisheries relating to sawdust in the LaHave River, Lunenburg County, N.S., with the object of having the river relieved from the operation of the said act. Also a list of rivers and streams exempted from the operations of the act, and a return of all letters, correspondence, petitions and papers between all persons and the department of marine and fisheries relating to such exemptions. Presented 14th March, 1892.—*Mr. Kaulbach and Mr. Flint.....Not printed.*
- 36.** Return of orders in council relating to the department of the interior, in accordance with sub-clause (d) of section 38 of the Regulations for the Survey, Administration, Disposal and Management of Dominion Lands, within the 40 mile Railway Belt, in the province of British Columbia. Presented 15th March, 1892, by Hon. E. Dewdney.....*Printed for sessional papers only.*
- 36a.** Return of orders in council relating to the department of the interior, in accordance with clause 91 of the Dominion Lands Act, chapter 54, Revised Statutes of Canada. Presented 15th March, 1892, by Hon. E. Dewdney*Printed for sessional papers only.*
- 37.** Copies of documents relating to the negotiations at the conference recently held at Washington, between the delegates from the Canadian government and the secretary of state of the United States, respecting the extension and development of trade between the United States and Canada, and other matters. Presented 16th March, 1892, by Sir John Thompson.
Printed for both distribution and sessional papers.
- 38.** Statements of the quantity of pig iron manufactured in Canada, upon which bounties are claimed, the names of claimants and the amount paid in each case. Presented 16th March, 1892, by Hon. M. Bowell.....*Printed for sessional papers only.*
- 39.** Return to an address of the Senate to his excellency the Governor General, dated 3rd March, 1892, praying that his excellency will cause to be laid before this House, a copy of the resignation, by the Honourable John Carling, Minister of Agriculture, of the seat in the Senate occupied by him at close of the last session of parliament. Presented 17th March, 1892.—*Hon. Mr. Power.—*
Not printed.

VOLUME 12—Continued.

40. Return to an order of the House of Commons, dated 5th May, 1891, for copy of all correspondence between the government or the postmaster general's department with Mr. Andrew Allan or any other parties, for the conveyance of the mails between Canada and the United Kingdom. Presented 18th March, 1892.—*Mr. Mills (Bothwell)*..... *Not printed.*
41. Return (in part) to an order of the House of Commons, dated 14th March, 1892, for copies of all the original lists and papers, including all declarations, notices of appeal, objections to preliminary lists, and relating to all other proceedings, now in the possession of the revising barrister or the clerk of the crown in chancery, in any way affecting the voters' lists for the electoral division of the county of Lennox as settled by the revision of 1891, together with a certified copy of the revised voters' list of 1891 furnished by the revising barrister to the returning officer. Presented 21st March, 1892.—*Mr. Wilson (Lennox)*..... *Not printed.*
- 41a. Return to an address of the House of Commons to his excellency the Governor General of the 21st March, 1892, for: 1. Copies of the judgment given by the revising officer on objections taken to the names of Lewis Allin, S. F. Glass and James P. Moore and 226 others on the voters' list of the city of London, province of Ontario, and which 229 names were subsequently struck off the said voters' list, by the revising officer, on the hearing of the objections, but which were nevertheless printed on the said voters' list is the subject of an appeal, together with copies of the notices of objection to such names and copies of the evidence taken before and decision given by the revising officer on each such name. 2. Copies of all proceedings in appeal taken to the county court judge from the judgment of the revising officer on any or all of such cases, together with any judgment or decision given by such county court judge thereon. 3. Copies of the judgment of the Queen's bench division, high court of justice, Ontario, in the matter of an application to said court for a mandamus to said revising officer in respect of the said votes or any of them, together with copies of the judgment of the court of appeal (Ontario) in respect of the same matter. Presented 11th April, 1892.—*Mr. Sutherland*..... *Not printed.*
- 41b. Supplementary return to an order of the House of Commons, dated 14th March, 1892, for copies of all the original lists and papers, including all declarations, notices of appeal, objections to preliminary lists, and relating to all other proceedings, now in the possession of the revising barrister or the clerk of the crown in chancery, in any way affecting the voters' lists for the electoral division of the county of Lennox as settled by the revision of 1891, together with a certified copy of a the revised voters' list of 1891 furnished by the revising barrister to the returning officer. Presented 21st April, 1892.—*Mr. Wilson*..... *Not printed.*
- 41c. Return to an order of the House of Commons, dated 9th May, 1892, for a return showing the number of voters in the several electoral districts of the province of British Columbia, and the number of voters in each polling district of the electoral district. Presented 12th May, 1892.—*Mr. Mara*..... *Not printed.*
42. Return to an address of the House of Commons to his excellency the Governor General, dated 17th March, 1892, for a return of the proceedings had at the trial of the recent election petition relating to the election of a member for the electoral district of the county of Welland, together with the findings of the judges who tried the said petition upon the same, and of all evidence taken thereat; also a certified copy of the case and factums filed upon the appeal from such findings or any of them with the registrar of the Supreme Court of Canada. Also a copy of any report and communication made to Mr. Speaker by the said judges in reference to the said petition. Presented 22nd March, 1892.—*Mr. Tisdale*..... *Not printed.*
43. Return to an order of the House of Commons, dated 7th March, 1892, for a return, in the form used in the statements usually published in the *Gazette*, of the exports and imports from the 1st day of July, 1891, to the 1st day of March, 1892, distinguishing the products of Canada from those of other countries; and comparative statements from the 1st day of July, 1890, to the 1st day of March, 1891. Presented 22nd March, 1892.—*Mr. Sutherland*..... *Not printed.*
44. Return to an order of the House of Commons, dated the 9th March, 1892, for a return showing the total quantity of Canadian flour exported to Newfoundland in each of the years 1890 and 1891; the law and regulations of the Newfoundland Government relating to the importation into that colony of flour; the total quantities of Canadian cattle, beef, pork, hogs and cheese exported to Newfoundland in each of the years 1890 and 1891. Presented 22nd March, 1892.—*Mr. Hughes*..... *Not printed.*

VOLUME 12—*Continued.*

45. Supplementary return to an order of the House of Commons, dated 17th March, 1890, for a return of all correspondence, memorials and agreements between the government and the Temperance Colonization Company, together with correspondence of settlers, employees and members of the company, relative to the operations of the said company. Presented 23rd March, 1892.—*Mr. Wallace*.....*Not printed.*
46. Return to an address of the House of Commons to his excellency the Governor General, dated 14th March, 1892, for a copy of the judgment of the Supreme Court in the appealed case of Barrett vs. the City of Winnipeg, commonly known as the "Manitoba School Case." Presented 23rd March, 1892.—*Mr. LaRivière*.....*Printed for both distribution and sessional papers.*
47. Report of the Commissioners appointed to consider the advisability of extending the Trent Valley Canal, and to what extent. Presented 24th March, 1892, by Hon. J. Haggart.
Printed for both distribution and sessional papers.
- 47a. Return to an address of the House of Commons to his excellency the Governor General, dated 10th March, 1892, for a return of all tenders received by the department of railways and canals for sections 11, 12 and 13 of the proposed Soulanges Canal. Such return to comprise: (a) The aggregate amount of each tender; (b) The quantity of each class of work in the schedules of each section; (c) The amount of each tender in detail as "moneyed out" by the product of the quantity and price of each item; (d) Copies of all reports to, and orders in council relative to said tenders; (e) Copies of all reports of engineers on each of said sections; (f) Copies in detail of all estimates of engineers on each section, showing quantity, price and amount of each class of work in schedule; (g) Copies of all correspondence relative to said tenders. Presented 9th May, 1892.—*Mr. Sutherland*.....*Not printed.*
- 47b. Return to an order of the House of Commons, dated 17th March, 1892, for copies of engineers' reports which led to the building of the Beauharnois Canal; of engineers' reports in favour of the building of the Soulanges Canal, and of reports, letters, etc., from engineers, masters or pilots, objecting to the building of the canal at Soulanges. Presented 9th May, 1892.—*Mr. Bergeron*....*Not printed.*
48. Return to an order of the House of Commons, dated 17th June, 1891, for a return of all payments and cost of construction of the New Carlisle wharf, including amount paid to the crown lands department and owners of timber limits in the county of Bonaventure, for timber used on the said works. Presented 31st March, 1892.—*Mr. Fauvel*.....*Not printed.*
- 48a. Return to an order of the House of Commons, dated 20th July, 1891, for: 1. A detailed statement of work done on the wharves at Longueuil and Boucherville, in the county of Chambly, since the commencement of the said works in 1886. 2. A detailed statement of the several sums expended by the government in connection with the said works, showing the names of persons to whom such several sums were paid, and why and under what arrangement or contract such payments were made. 3. Copies of all reports of engineers on the said wharves, and of the estimates, and also of all letters addressed to the department of public works in relation to the said works. Presented 13th April, 1892.—*Mr. Beausoleil*.....*Not printed.*
49. Copy of a report of a committee of the privy council, appointed to investigate and report upon the cases of irregularity in the civil service as developed in the public accounts committee, etc. Presented 31st March, 1892, by Hon. G. E. Foster.....*Printed for sessional papers only.*
50. Return to an order of the House of Commons, dated 23rd March, 1892, for a return showing the number of cows kept at the Central Experimental Farm between the first day of January, 1891, and the first day of January, 1892. The number of cows of each of the different breeds; the quantity of milk given by each cow; the quantity of milk to make a pound of butter; the quantity of milk sold; the quantity of butter sold; where sold, and the prices obtained each month; the kinds of food given and the value of the same. Presented 31st March, 1892.—*Mr. McMillan (Huron)*.
Not printed.
- 50a. Return to an order of the House of Commons, dated 30th March, 1892, for a statement showing: 1. The number and location of the several experimental farms. 2. The amount expended on each of them since the date of its establishment. 3. The name of each and every employee of each farm, and a statement of the salary and of any other emoluments received from the government by each of them. Presented 2nd June, 1892.—*Mr. Frémont*.....*Not printed.*

VOLUME 12—Continued.

- 51.** Return to an address of the House of Commons to his excellency the Governor General, dated 27th May, 1891, for copies of all papers, correspondence and documents, together with reports of the minister of justice and order in council relating to the disallowance of an act passed by the local legislature of the province of Manitoba, on the 31st day of March, 1890, intituled: "An Act respecting the Diseases of Animals." Presented 31st March, 1892.—*Mr. Watson* . . . *Not printed.*
- 52.** Return to an address of the House of Commons to his excellency the Governor General, dated 27th May, 1891, for copies of all papers, correspondence and documents, together with the report of the minister of justice and order in council relative to the disallowing an act passed by the legislature of the province of Manitoba, on the 31st March, 1890, intituled: "An Act to authorize companies, institutions or corporations incorporated out of this province to transact business therein." Presented 31st March, 1892.—*Mr. Watson* *Not printed.*
- 53.** Return to an order of the House of Commons, dated 21st March, 1892, for a return showing the quantities of each of the following classes of pork and hog products imported into Canada from the United States, in each of the years 1888-89, 1889-90 and 1890-91; with the value thereof and amounts of duty and rates levied thereon: Bacon and hams, shoulders and sides; lard, tried or rendered; lard, untried; pork; pork barrelled in brine, made from the sides of heavy hogs, after the hams and shoulders are cut off, and containing not more than sixteen pieces to the barrel of two hundred pounds weight; pork, imported in the carcass for exportation. Presented 31st March, 1892.—*Mr. Hughes* *Not printed.*
- 54.** Return to an order of the House of Commons, dated 21st March, 1892, for a return showing the quantity of the shipments in the following lines from Canada, from 30th June, 1891, to 31st December, 1891, and the country to which shipped: The number of horses of all kinds; the number of sheep; the quantity of eggs; the number of bushels of barley; the quantity of malt; the number of tons of hay; the number of bushels of potatoes; giving the quantity shipped to each country, and the total shipments in the several lines. Presented 31st March, 1892.—*Mr. McMullen* *Not printed.*
- 55.** Return to an order of the House of Commons, dated 21st March, 1892, for a return showing the quantities of beef salted in barrels; dried or salted meats and meats preserved in any other way than salted or pickled; other meats fresh or salted, n. e. s.; butter, cheese and horses imported into Canada from the United States in each of the three years 1888-89, 1889-90 and 1890-91; with the values thereof and rates of duty thereon. Presented 31st March, 1892.—*Mr. Hughes* *Not printed.*
- 56.** General Order No. 86 of the Supreme Court of Canada. Presented 1st April, 1892, by Sir John Thompson *Printed for sessional papers only.*
- 57.** Return to an order of the House of Commons, dated 17th March, 1892, for a statement showing the amount of money expended by the government of Canada in the years 1890-91 on piers, breakwaters, etc., in Prince County, Prince Edward Island; the amount expended on each of these works, the work let by contract and to whom let; also showing the total amount voted during said years and the amount not expended. Presented 5th April, 1892.—*Mr. Perry* . . . *Not printed.*
- 58.** Return to an order of the House of Commons, dated 7th March, 1892, for a statement showing the number of petitions for prohibition presented to the House of Commons during the session of 1891: 1. Total number of petitions presented. 2. Total number of signatures to these petitions. 3. Number of (1) petitions; (2) signatures: (a) presbyterian church; (b) methodist church; (c) baptist church (separate figures for free baptists); (d) episcopal church or church of England; (e) salvation army. 4. Number of (1) petitions; (2) signatures from each province and each territory; name and figures for each province and each territory separately. 5. Number of separate petitions from churches, courts and temperance societies, or any other bodies signed by officials, giving name of church, court, temperance society, etc., sending such petitions, with number of signatures. Presented 7th April, 1892.—*Mr. Fraser* . . . *Printed for sessional papers only.*
- 59.** Return to an order of the House of Commons, dated 30th March, 1892, for a return showing: 1. The corps of the active militia of Canada that have been drilled (a) annually, (b) biennially, and (c) triennially, in the period 1889-1891, inclusive. 2. The number of qualified combatant officers in in each corps. 3. The number of provisionally appointed officers in each corps, specifying those whose period for qualification has expired. 4. The name, length of service and age of each commanding officer upwards of sixty years of age. 5. The actual strength of, and number of enlistments in, during the year 1891, each of the permanent corps located in Ontario, Quebec and New Brunswick. Presented 7th April, 1892.—*Mr. Hughes* *Not printed.*

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60. Communication and petition from the Quebec Board of Trade concerning the abolition of all dues collected on tonnage in the port of Quebec, etc. Presented 11th April, 1892, by Hon. C. H. Tupper. *Not printed.*
- 60a. Copy of certain resolutions passed at a meeting of the Halifax Board of Trade relative to the hostile legislative enactments between the Governments of Newfoundland and Canada, the desirability of arranging, if possible, a *modus vivendi*, under the terms of which the hostile tariffs and enactments of both countries should be held in abeyance, until sufficient time be given to enable diplomatic conferences to adjust the whole difficulty, etc. Presented 21st April, 1892, by Hon. C. H. Tupper. *Not printed.*
61. Return to an order of the House of Commons, dated 29th February, 1892, for a detailed statement showing: 1. Traffic at Mulgrave Station for the six months ending 31st December, 1890 and 1891; also for the months of January, 1891 and 1892. The return to include sale of tickets, freight received and freight sent. 2. The number of staff employed during the said month, salaries paid and amount paid for extra labour, with the names of staff and extra labour employed. 3. Return of work done by shunting engine during said periods, and the number of men employed in shunting, and the cost. 4. If there is a yard-master at said station, when he was appointed, whether he has an assistant, and, if so, when such assistant was appointed and what pay each receives. 5. The number of men employed in the scow at the said station, their names, and whether they are paid by the hour or by the day and at what rate. Presented 13th April, 1892.—*Mr. Fraser. Not printed.*
- 61a. Return to an order of the House of Commons, dated 4th April, 1892, for copies of all reports and correspondence between the department of railways and canals and the superintendents of the different services of the Intercolonial Railway, in reference to an accident to a train at Truro, in charge of Conductor H. D. Archibald, and his subsequent dismissal. Presented 11th May, 1892.—*Mr. Patterson (Colchester) Not printed.*
- 61b. Return to an order of the House of Commons, dated 2nd May, 1892, for a return showing the amount of additional property purchased on or adjacent to government railways for increased accommodation or other purposes; the quantity purchased or paid for within the period from the 1st of July, 1891, to the 1st of April, 1892; the party from whom purchased; the price paid; and the purpose for which the property is used or is to be used. Presented 11th May, 1892.—*Mr. McMullen. Not printed.*
- 61c. Return to an Order of the House of Commons, dated 13th of April, 1892, for a return containing a statement of the expenditure out of income made for permanent improvements, extensions, additions and betterments, exclusive of works of ordinary maintenance and renewals, on account of the Intercolonial Railway from 30th June, 1881, to 1st July, 1891. The return to show such expenditure in summary form for each branch of service as nearly as can be conveniently ascertained from the accounts. Presented 25th May, 1892.—*Mr. McDougald (Pictou).*
Printed for sessional papers only.
- 61d. Return to an order of the House of Commons, dated 9th May, 1892, for a return showing: 1. Tariffs in force on live stock on the Intercolonial Railway, and all changes in same during last five years. 2. Number of cattle shipped from Sackville, Nappan, Aulac and Amherst stations each year, with destination, distinguishing between car load lots and less than car load lots. Presented 9th June, 1892.—*Mr. Wood (Westmoreland) Not printed.*
- 61e. Return to an order of the House of Commons, dated 23rd March, 1892, for copies of all evidence taken at an inquiry held at Lévis, in the month of February, 1892, respecting the discharge of Michael Quinn, a permanent employee in the shops of the Intercolonial Railway at Hadlow, Lévis; and of all correspondence between Alfred Drake, Chief Mechanical Engineer for the said railway at Hadlow, and the railway officials at Moncton, in relation to the dismissal of the said Michael Quinn. Presented 5th July, 1892.—*Mr. Guay. Not printed.*
62. Return to an order of the House of Commons, dated 30th March, 1892, for copies of all petitions, correspondence, letters, telegrams and memoranda received since 1887, asking for or referring to the subsidizing of the Annapolis and Atlantic Railway Company or a line of railway from Liverpool and Shelburne to Annapolis, passing through Caledonia. Presented 13th April, 1892.—*Mr. Forbes. Not printed.*
63. Return to an order of the House of Commons, dated 28th March, 1892, for a return of all petitions of boards of trade, railway companies, and documents generally, concerning the construction of a new bridge across the Lachine Canal at Montreal. Presented 13th April, 1892.—*Mr. Curran.*
Not printed.

VOLUME 12—*Continued.*

- 63a.** Return to an order of the House of Commons, dated 11th May, 1892, for copies of all documents, memorials and correspondence between the government and the corporation and board of trade of the town of Sorel and other persons, respecting the granting of a subsidy for the construction of a bridge on the Richelieu River to connect the town of Sorel with the Montreal and Sorel Railway. Presented 25th May, 1892.—*Mr. Bruncau*..... *Not printed.*
- 64.** Return to an order of the House of Commons, dated 23rd March, 1892, for copies of correspondence exchanged between the government and the postmaster of St. Césaire, county of Rouville, or any other person, with reference to deposits of money to be made by the said postmaster. Presented 19th April, 1892.—*Mr. Brodeur*..... *Not printed.*
- 65.** Return to an order of the House of Commons, dated 18th June, 1891, for a return showing the amount of money expended, and the year of expenditure, in each electoral district since confederation, under the following heads: 1. Public buildings. 2. Harbours and rivers. 3. Roads and bridges. Presented 26th April, 1892.—*Mr. Landerkin*..... *Printed for sessional papers only.*
- 66.** Return to an order of the House Commons dated 1st July, 1891, for a return of all correspondence, telegrams, letters, reports, estimates and other documents relating to the surveys for, and construction and cost of a sub-marine tunnel between Prince Edward Island and the mainland. Presented 27th April, 1892.—*Mr. Davies*..... *Not printed*
- 66a.** Return to an order of the House of Commons, dated 23rd March, 1892, for all correspondence, reports, etc., which may have taken place between the government of Canada and Sir Douglas Fox, or any other engineer, since the 1st day of September, 1891, having reference to building a tunnel from Prince Edward Island to the mainland across the Straits of Northumberland. Presented 3rd May, 1892.—*Mr. Perry*..... *Printed for sessional papers only.*
- 67.** Return to an order of the House of Commons, dated 9th March, 1892, that a map of the Dominion be laid upon the table showing the boundaries of townships, counties and electoral divisions in each province, and the number of votes polled in each township for each candidate at the general election in March, 1891. Presented 27th April, 1892.—*Mr. Mills (Bothwell)*..... *Not printed.*
- 68.** Return to an address of the House of Commons to his excellency the Governor General, dated 14th March, 1882, for copies of all correspondence between the government of Canada or any member thereof, and the British government, or between the government of Canada and any person or persons, relating to the admission of live cattle from the United States. Also for copies of all orders in council relating to the same. Presented 29th April, 1892.—*Mr. Somerville*.
Printed for sessional papers only.
- 69.** Return to an order of the House of Commons, dated 14th March, 1892, for a return of copies of all tenders received for engraving and printing since 1882, and of all contracts entered into for the same, including the contract beginning in this present year; also all correspondence relating to the subject since 1882. Presented 3rd May, 1892.—*Mr. Somerville*..... *Not printed.*
- 70.** Return to an address of the House of Commons to his excellency the Governor General, dated 30th March, 1892, for a return of all correspondence, telegrams or other documents between the government of Canada and the imperial government or the government of Newfoundland, or between any member or representative of either of such governments respecting the admission of Newfoundland into the dominion of Canada; including all correspondence or telegrams to and from the high commissioner on the subject; and all reports to and minutes of council thereon. Also copies of any terms or offers which may have been submitted to the government of Newfoundland or any member thereof, with respect to the admission of that island into the dominion. Presented 4th May, 1892.—*Mr. Davies*..... *Printed for sessional papers only.*
- 71.** Return to an address of the House of Commons to his excellency the Governor General, dated 10th March, 1892, for copies of all correspondence, memorials, departmental orders, and orders in council respecting the north-western, northern and eastern boundaries of the province of Quebec, received or passed during the last five years and not already laid before this House, together with all the reports of surveys or explorations ordered thereon by the government of Canada during the same period. Presented 5th May, 1892.—*Sir H. Langevin*.
Printed for sessional papers only.
- 72.** Return to an address of the House of Commons to his excellency the Governor General, dated 9th May, 1892, for a copy of the instructions appended to commission of the lieutenant governors of the provinces of Canada. Presented 9th May, 1892.—*Mr. Laurier*..... *Not printed.*

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73. Return to an order of the House of Commons, dated 14th March, 1892, for a return of all correspondence, engineers' reports, petitions or other documents relating to the survey or deepening of the channel of the Galops Rapids, and for a statement of the work performed by the chain tug "Iroquois," owned by the government, and of the services performed by one John Stitt, in connection with said tug. Presented 9th May, 1892.—*Mr. Somerville*..... *Not printed.*
- 73a. Return to an order of the House of Commons, dated 11th March, 1892, for a return of all surveys, plans, specifications, contracts, reports and papers connected with the new channel in the Galops Rapids. 2. All reports of engineers as to the striking of steamer "Traveller" in Galops Rapids, in October, 1889. 3. All reports from any steamboat captain who may have reported as to the state of said channel. 4. Statement of cost of investigation by engineers in 1891. 5. Reports from engineers sent to investigate said channel in 1891. 6. Copies of evidence given as to the depth, quantities, etc. Presented 30th May, 1892.—*Mr. Reid*..... *Not printed.*
74. Return to an address of the House of Commons to his excellency the Governor General, dated 4th April, 1892, for copies of the original letters patent of incorporation of the Dominion Cotton Mills Company (Limited), and of the supplementary letters patent increasing the capital stock of the said company from \$100,000 to \$5,000,000, and copies of all correspondence, petitions, statements and evidence submitted to the government in support of the issue of such supplementary letters patent. And also for copies of the original letters patent incorporating the Canadian Coloured Cotton Mills Company (Limited), and of the supplementary letters patent increasing the capital stock of the said company from \$100,000 to \$5,000,000, and copies of all correspondence, petitions, statements and evidence submitted to the government in support of the issue of said supplementary letters patent. Presented 9th May, 1892.—*Mr. Edgar*..... *Not printed.*
75. Return to an order of the House of Commons, dated 2nd May, 1892, for all correspondence concerning the appointment of Mr. W. H. Ingram as Collector of Customs at St. Thomas, Ont. Presented 10th May, 1892.—*Mr. Casey*..... *Not printed.*
76. Return to an address of the House of Commons to his excellency the Governor General, dated 2nd May, 1892, for copies of all correspondence, memorials and documents exchanged between the government, or any member thereof, and any persons, companies or corporations as to the propriety or advisability of relieving or recouping the county of Pontiac railway indebtedness. Presented 11th May, 1892.—*Mr. Murray*..... *Not printed.*
77. Return to an order of the House of Commons, dated 2nd May, 1892, for a detailed copy of the certificate of acting chief engineer that \$32,000 paid to Bancroft & Connolly was done in addition to all previous certificates on Kingston Graving Dock, as mentioned in Auditor General's Report, page C—119. Presented 12th May, 1892.—*Mr. Gibson*..... *Not printed.*
78. Return to an order of the House of Commons, dated 14th March, 1892, for : 1. Copy of the circular issued on the 10th June, 1891, by the department of marine, relative to sick mariners' dues in Canada. 2. A list of persons to whom such circular was addressed. 3. Copy of all answers received. Presented 16th May, 1892.—*Mr. Laurier*..... *Not printed.*
79. Report of the Royal Commission appointed to investigate the working of Civil Service Act, and other matters connected with the Civil Service generally. Presented 20th May, 1892, by Sir John Thompson..... *See No. 16c.*
80. Return to an address of the House of Commons to his excellency the Governor General, dated 2nd May, 1892, for a return stating, for the last year (1891) : 1. The number of applications which were made to the railway committee of the privy council for an adjudication, order or direction respecting any of the matters or things which, under the provisions of the Railway Act, the railway committee had power or authority to deal with. 2. Showing in general terms the nature of the application. 3. The names of the members of the honourable the privy council who (a) Heard each of the applications ; (b) Who were present at any one or more adjourned hearings thereof, and at the final adjudication thereof ; (c) In cases in which adjournments took place, the dates of hearing, and subsequent adjournment or adjournments of final adjudication. 4. Statement showing how each of said applications was disposed of, viz. : Granted or refused, or partially granted. Presented 25th May, 1892.—*Mr. McCarthy*..... *Not printed.*
- 80a. Return to an address of the House of Commons to his excellency the Governor General, dated 2nd May, 1892 : 1. For a statement of all applications or complaints made to the railway committee of the privy council respecting the matters or things referred to in sub-sections (k), (l), (m), (n) and

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- (p) of clause eleven of the Railway Act. 2. By or against whom such complaints were made. 3. The manner in which the same were dealt with or disposed of. Presented 25th May, 1892.—*Mr. McCarthy*.....*Not printed.*
- 81.**—(1891.) Return to an address of the House of Commons to his excellency the Governor General, dated 3rd June, 1891, for copies of all correspondence between the imperial government and the government of Canada, on the subject of the copyright laws of Canada, and all other papers relating thereto, not already brought down. Presented 24th August, 1891.—*Mr. Edgar.*
Printed for sessional papers only.
- 81.** Return (in part) to an order of the House of Commons, dated 23rd March, 1892, for a return showing which of the dominion buildings in Canada are lighted by electricity; the respective system used in each such building, whether arc or incandescent; the number of sixteen candle-power lamps or their equivalents used in each such building; the cost per lamp of sixteen candle power or equivalent in each building; and the average annual cost for lighting each such building. Also showing in what buildings the plants are owned and maintained by the government, and in cases where not so owned and maintained, from whom the current is obtained or supplied, and whether from central station or private parties; also whether in cases of leased currents the renewal lamps are supplied at government expense, and if so, in what buildings and at what annual cost; also the names of the parties contracting to light any of such buildings, with the names of the buildings, and the dates and duration of each such contract. Also showing which of the public buildings of the dominion are lighted with gas, and the annual cost of lighting each such building. Presented 25th May, 1892.....*Not printed.*
- 82.** Return to an order of the House of Commons, dated 2nd May, 1892, for a return giving all papers, letters, petitions, applications and every other document relating to the dismissal of the postmaster of Eugenia, and the appointment of his successor. Presented 30th May, 1892.—*Mr. Landerkin*—*Not printed.*
- 83.** Return to an order of the House of Commons, dated 16th May, 1892, for a return showing the names of the mail conductors superannuated, their number of years of service, the salary given to each of them during the last year of service, and also the names of those who have had several years added to their period of service. Presented 30th May, 1892.—*Mr. Brodeur*.....*Not printed.*
- 84.** Return to an order of the House of Commons, dated 1st March, 1892, for a return showing the number of royal commissions that have been issued in each and every year since confederation, and to whom issued, together with the subject inquired into, giving the cost of each and the total cost of all. Presented 1st June, 1892.—*Mr. Landerkin*.....*Printed for sessional papers only.*
- 84a.** Supplementary return to an order of the House of Commons, dated 1st March, 1892, for a return showing the number of royal commissions that have been issued in each and every year since confederation, and to whom issued, together with the subject inquired into, giving the cost of each and the total cost of all. Presented 9th June, 1892.—*Mr. Landerkin.*—
Printed for sessional papers only.
- 85.** Statement of number of hours of setting upon the daily Senate *Hansard*, and number of ems set, including corrections, up to 20th May. Presented 2nd June, 1892, by Hon. Sir J. C. Abbott.—*Not printed.*
- 86.** Return to an address of the House of Commons to his excellency the Governor General, dated 25th April, 1892, for a copy of the petition presented and filed in the supreme court of Nova Scotia, under the Dominion Controverted Elections Act, against the election and return of Joseph A. Gillies, for the county of Richmond, Nova Scotia, at the general election holden on the 5th March, 1891; together with the dates of filing and service of such petition; and also all papers and documents in connection with the following proceedings in the supreme court of Nova Scotia: 1. Application to the honourable the chief justice extending the time for setting the petition down for trial. 2. Application to set the petition down for trial returnable before the Honourable Mr. Justice Weatherbe, and the Honourable Mr. Justice Graham, but heard by the Honourable Judge Weatherbe, sitting alone, on the 19th day of November, 1891. 3. The order made by the said Judge Weatherbe, sitting alone, for the trial of the said petition, fixing the 8th of December, 1891, the date for said trial. 4. The notice of appeal, dated 28th November, 1891, from this decision of the Honourable Judge Weatherbe, to the supreme court of Nova Scotia, the grounds of appeal being as follows: (a) Because there was no jurisdiction to make said order, or the portion

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thereof extending time; (b) Because six months had elapsed since the presentation of the petition; (c) Because the time and place of trial were not fixed within six months from the presentation of the petition; (d) Because the extension of time granted by said order was not made on application for that purpose, supported by affidavits, and it does not appear from such order, and it was not made to appear when the same was made, that the requirements of justice rendered such enlargement necessary; (e) Because the respondent had no notice of any application to extend the time for the commencement of the trial herein; (f) Because one judge has no jurisdiction to fix the time and place of trial; (g) Because the trial of the petition cannot be commenced during the term of the court at which the judges assigned to try the said petition are bound to sit. 5. The notice of motion on said appeal for the 3rd day of December, 1891. 6. The appointment by the Honourable Judge Weatherbe, then senior judge, for a hearing before the supreme court on the said 3rd day of December, 1891. 7. The postponement of this hearing until a later day. 8. The judgment of the supreme court upon this case. 9. The rule of the supreme court, dated the 19th day of December, 1891, setting aside the order of the Honourable Judge Weatherbe fixing the date of the trial of said petition. 10. The date on which the Honourable Judge Weatherbe and the Honourable Judge Graham received a copy of the order of the supreme court setting aside the said order of Judge Weatherbe for trial. 11. The date on which the said judges reported to the Honourable the Speaker of the House of Commons that the said petition had been heard by them, and that they had declared the election of the said Joseph A. Gillies void, and his seat in parliament vacant. 12. The date upon which application was made to the Honourable Judge Weatherbe to defer the decision in the petition pending the decision of the supreme court of Nova Scotia on the question of jurisdiction, and the refusal of this application. Also copies of the several petitions presented and filed in the supreme court of Nova Scotia under the Dominion Controverted Elections Act, against the election and return of Hon. Sir John Thompson, Hon. C. H. Tupper, Mr. C. E. Kaulbach, Mr. J. B. Mills, Mr. N. W. White and Mr. Hugh Cameron, for six of the several counties of the province of Nova Scotia, at the general election held on the 5th March, 1891. Also all papers and documents in connection with the various proceedings in the said cases in the supreme court of Nova Scotia. Presented 3rd June, 1892.—*Mr. Gillies and Mr. Forbes.*

Not printed.

87. Return to an address of the House of Commons to his excellency the Governor General, dated 30th March, 1892, for copies of all accounts, claims and certificates presented and transmitted (from 1st July, 1885, to this day) to the dominion government, by each of the judges of the superior court for the province of Quebec, in his capacity as such, for all travelling expenses and hotel expenses, in any place other than that in which such judge had orders to reside, or did in fact reside, either for sitting or for acting therein, or for holding therein (in such capacity) any court in civil, criminal or other matters; together with a detailed statement of the several sums paid in conformity with such accounts, claims and certificates. Presented 3rd June, 1892.—*Mr. Flint.*

Not printed.

88. Further supplementary return to an address of the Senate, to his excellency the Governor General, dated 14th September, 1891, for all correspondence between his excellency the Governor General and the Lieutenant Governor of the province of Quebec, in connection with the Baie des Chaleurs Railway, and all other papers and correspondence in the possession of the government on that subject. Presented 31st May, 1892.—*Hon. Mr. Miller*.....*Not printed.*

89. Return to an order of the House of Commons, dated 25th April, 1892, for a return of the amount of crude cotton-seed oil imported into Canada during the year 1891; also the amount of refined cotton-seed oil imported into Canada during the year 1891. Presented 7th June, 1892.—*Mr. McKay.*

Not printed.

90. Return to an address of the Senate to his excellency the Governor General, dated 5th May, 1892, for copies of all letters, communications and reports in the possession of the government, having relation to the fixing of a standard of time, and which have been received subsequent to May, 1891. Presented 14th June, 1892.—*Hon. Mr. Sullivan*.....*Not printed.*

91. Return to an order of the House of Commons, dated 10th June, 1892, for a copy of the Reports of the British Farm Delegates, Messrs. McQueen and Davey, on the Maritime Provinces. Presented 15th June, 1892.—*Mr. McMillan (Huron)*.....*Not printed.*

92. Return to an order of the House of Commons, dated 15th June, 1892, for a copy of the minutes of the evidence taken at the trial, under the Dominion Controverted Elections Act, of the case of A. Sturton *et al*, petitioners, vs. P. V. Savard, defendant, in relation to the election for the counties of Chicoutimi and Saguenay, in the year 1891. Presented 15th June, 1892.—*Sir John Thompson.*

Not printed.

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93. Return to an order of the House of Commons, dated 18th June, 1891, for copies of all papers and correspondence in the department of marine and fisheries, relating to the saving of the lives of part of the crew of H.M.S. "Lily," wrecked on the coast of Labrador, in September, 1889. Presented 17th June, 1892.—*Mr. Edgar*..... *Not printed.*
94. Return to an address of the House of Commons to his excellency the Governor General, dated 10th August, 1891, for copies of all orders in council, memorials, correspondence and documents respecting the rock-slide from the citadel at Quebec, on the 19th September, 1889. Presented 24th June, 1892.—*Mr. Frémont*..... *Not printed.*
95. Return to an order of the House of Commons, dated 4th April, 1892, for : 1. Return of all correspondence, papers, complaints or memoranda of any kind in relation to "The Temperance Colonization Society," received since or not included in a return furnished the House in 1890. 2. List of all stockholders of the company, 1st May, 1885, with amounts paid on calls of the shares, whether in cash, land credits, or otherwise, each year to date, stating what shares were forfeited, when and why. 3. List of stockholders at date of return, showing when they became such, with dates and amount of shares purchased, with price per share. (a) Number of calls on all shares, with details, dates, etc. 4. Amount earned in fees by directors each year to date. 5. Amount of money invested each year, and in what. (a) Total amount received on account of scrip and land sales to date. 6. List of scrip holders, with post office address, who purchased from the company (scrip issued) prior to 1st June, 1882, and since that date, giving date of issue, amount of land purchased by each, price per acre, amount paid thereon to date; showing if cancelled, when and on what conditions. 7. List of all other contracts for purchase of land issued, whether exchanged for scrip, amounts paid to date, whether contract is still in existence, why cancelled, and when. 8. Amount and details of land sales now current and for which land is to be supplied by the company. 9. List of all persons whose scrip was located on even-numbered sections in 1883, showing where located, new location subsequently, if any, with form of contract of even-numbered location. 10. List of homestead settlers in 1885. List at date (actual residents). 11. When contract with the company and government expired, with conditions of extension, if any; conditions of final settlement. 12. List of lands to be conveyed to the company under such settlement. The foregoing information to be furnished, if practicable, under affidavit of the president and accountant. Presented 30th June, 1892.—*Mr. Sproule*..... *Not printed.*
96. Census of Canada.—Bulletin No. 11. Nationalities. Birth places of the people. Presented 30th June, 1892, by Hon. J. Carling... *Not printed.*
97. Return to an address of the House of Commons to his excellency the Governor General, dated 2nd May, 1892, for a copy of location ticket granted to John Alexander McLellan, of Cockburn Island, for lot 15 in the 5th concession, Cockburn Island; copy of all affidavits or declarations, letters and other papers from any person or persons to the department, or any officer of the department, in any way relating to said lot or the cancellation of the said ticket; and copy of any order made for the cancellation of said ticket. Also for a copy of the location ticket granted for lot 16 in the 4th concession, Cockburn Island, and any assignment or transfer thereof to Peter McLellan; copy of affidavits or declarations, letters and other papers from any person or persons to the department in any way relating to said lot or the cancellation of the said ticket, and copy of any order made for the cancellation of said ticket. Presented 5th July, 1892.—*Mr. Lister*..... *Not printed.*
98. Return to an order of the House of Commons, dated 28th March, 1892, for a return showing : 1. The number of Indian reserves in British Columbia. 2. The location of each and name of tribe to whom allotted. 3. The area in acreage of each. 4. The area cultivated on each reserve. 5. The population of each tribe when reserves were first established. 6. The present population of each tribe. 7. The area (estimated) of pastoral land on each reserve. 8. The number of horses, cattle and sheep owned by each tribe. 9. The estimated area of timber land on each reserve. Presented 5th July, 1892.—*Mr. Barnard*..... *Not printed.*
99. Copy of a report of a committee of the honourable the privy council, approved by his excellency the Governor General in council, on the 17th June, 1892, on the subject of a despatch dated 4th November, 1891, from Lord Knutsford, inviting an expression of the views of the Canadian government upon the complaint of alleged discrimination on the part of the government of Canada against citizens of the United States in the matter of canal tolls. Presented 6th July, 1892, by Sir John Thompson..... *Printed for sessional papers only.*

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- 100.** Return to an address of the Senate to his excellency the Governor General, dated 10th June, 1892, for a return of subsidy paid the Albert Southern Railway Company, showing the dates when paid, and to whom paid; also copies of all correspondence in reference to the payment of the said subsidy, and of all letters or telegrams asking for payment of same or relating thereto; also copies of all returns or reports of government engineers or inspectors, who inspected or reported on said road. Presented 6th July, 1892.—*Hon. Mr. Power*..... *Not printed.*
- 101.** Return to an order of the House of Commons, dated 9th May, 1892, for a return showing: 1. The total number of acres of public lands granted in Manitoba and the Canadian North-West in aid of railway construction, up to 26th April, 1892. 2. The name of each railway company or line to which a land grant has been made; the length of each line thus aided by land grant, and the number of acres granted to each company or line. 3. The total number of acres of land in Manitoba and the Canadian North-West which have been earned up to 26th April, 1892, under provisions of grants through completion of lines or portions of lines to which land grants have been made. 4. The name of each railway company or line which has earned the whole or a portion of its land grant, with the number of acres earned by each of such lines. Presented 9th July, 1892.—*Mr. Charlton*..... *Not printed.*
- 102.** Return to an order of the House of Commons, dated 21st March, 1892, for a map of Canada showing the areas of spruce and white pine timber, respectively, now standing. Presented 9th July, 1892.—*Mr. Ives*..... *Not printed.*
- 103.** Return to an address of the House of Commons to his excellency the Governor General, dated 25th April, 1892, for copies of all resolutions and memorials passed by the North-West Assembly at its last session and addressed to the government. Presented 9th July, 1892.—*Mr. Davin*..... *Not printed.*
- 104.** Return to an address of the House of Commons to his excellency the Governor General, dated 21st March, 1892, for copies of all letters, correspondence, petitions, etc., relating to the claims or settlement, or proposed settlement of claims of settlers on the Waldron Rancho Company's territory; copies of all complaints made regarding the treatment settlers have been subject to by the company. Presented 9th July, 1892.—*Mr. McMullen*..... *Not printed.*
- 105.** Return to an order of the House of Commons, dated 28th March, 1892, for a return showing the quantity of binding twine imported for consumption in the Dominion, from the 1st of July, 1891, up to the first day of January, 1892; the country from which the same was imported, and the amount of duty paid thereon. Presented 9th July, 1892.—*Mr. Campbell*..... *Not printed.*

REPORT

OF THE

ROYAL COMMISSIONERS

APPOINTED TO ENQUIRE INTO CERTAIN MATTERS RELATING TO THE

CIVIL SERVICE OF CANADA

1892

PRINTED BY ORDER OF PARLIAMENT.



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COMMISSION.

CANADA.

[L.S.]

STANLEY OF PRESTON.

ROBERT SEDGEWICK,
Deputy Minister of Justice,
Canada. }

VICTORIA, by the Grace of God, of the United Kingdom of Great Britain and Ireland, Queen, Defender of the Faith, &c., &c., &c.

To GEORGE HAGUE of the City of Montreal, in the Province of Quebec, Esquire, General Manager of the Merchants Bank of Canada ; The Honourable GEORGE WHELLOCK BURBIDGE, Judge of the Exchequer Court of Canada ; EDMOND BARBEAU, of the City of Montreal, aforesaid, Esquire, and JOHN MORTIMER COURTNEY, of the City of Ottawa, in the Province of Ontario, Esquire, Deputy of the Minister of Finance of Canada, and to all to whom these presents shall come, or whom the same may in anywise concern.

GREETING :

WHEREAS, on or about the Sixteenth day of June in the year of Our Lord, one thousand eight hundred and eighty, Commissioners were appointed to report upon the condition and needs of the Civil Service of Canada, and on the fifth day of March in the year of Our Lord one thousand eight hundred and eighty-one the said Commissioners so appointed did make a report in which they stated the facts as developed by the enquiry respecting the existing conditions of the service, and embodied their views as to its reorganization and reformation.

AND whereas afterwards in the Session of the Parliament of Canada holden in the forty-eighth and forty-ninth years of Her Majesty's Reign, a Statute was passed, the provisions of which are now embodied in Chapter 17 of the Revised Statutes of Canada and the Civil Service of the Country is now being carried on under the last mentioned Statute as the same has since been amended by Statutes passed in the Sessions holden in the fifty-first and fifty-second years of Our Reign.

AND whereas since the reorganization of the Civil Service under those Acts, difficulties have arisen in the conduct of public business under their provisions and it has been represented that many changes in the character as well as in the extent of the service required in each department have occurred in consequence of which the duties in some departments and of some officers in the departments have been varied.

THAT persons have found their way into the Service, who either from defects existing at the time of their appointments, or from advanced age, or from bad habits, have ceased to be eligible for retention in the Service. That the number of persons employed

in some of the departments has increased out of proportion to the increase of work, and that in others, the work has increased beyond the capacity of the clerks, leading to the employment for long periods of temporary clerks at constantly increasing rates of remuneration. That many of the rules laid down in the existing Statutes have been found inconvenient and more or less impracticable, and consequently irregularities have occurred in carrying them out. That abuses have prevailed as to the length of working hours, the granting of leave of absence, the supervision of payments and of transactions by the different departments. That sufficient checks have not been imposed upon the admission of ineligible candidates and that proper facilities for relieving the service of useless members do not exist.

AND whereas an impression has prevailed in the country, sustained to some extent, by the experience of Ministers and by enquiries carried on by Committees of the House of Commons during the last Session thereof, that it would be for the advantage of the country that a thorough examination should be made of the present condition of the Civil Service in Ottawa, and that suggestions from competent persons should be obtained as to the best mode of remedying such of the difficulties and irregularities, among those complained of, as should be found to exist.

AND whereas it is expedient that a Commission be issued to competent persons for the purpose of making such examinations, and such recommendations as may be considered expedient for remedying evils which have prevailed, for increasing the efficiency and economy of the service, with special enquiry into and report upon the several topics hereinafter more fully mentioned and set out, together with any other subject connected with the Civil Service which in the opinion of the Commissioners requires consideration and re-adjustment in order to obtain the greatest possible efficiency.

AND whereas it is advisable that the said Commissioners so appointed should be authorized and required to extend their operations to the staff of the Senate and House of Commons and to enquire into and report upon the matters hereinafter more fully set out and described in so far as they apply to the staff of those two Houses.

AND whereas it is in and by the Revised Statutes of Canada, chapter 114, intituled: "An Act respecting enquiries concerning public matters" amongst other things in effect enacted, that whenever the Governor in Council deems it expedient to cause enquiry to be made into and concerning any matter connected with the good government of Canada or the conduct of any part of the public business thereof, and such enquiry is not regulated by any special law, the Governor in Council may by the Commission in the case confer upon the Commissioners or persons by whom such enquiry is to be conducted, the power of summoning before them any witnesses, and of requiring them to give evidence on oath, orally or in writing, or on solemn affirmation, if they are persons entitled to affirm in civil matters, and to produce such documents and things as such Commissioners deem requisite to the full investigation of the matters into which they are appointed to examine.

AND whereas it is expedient that enquiry under oath should be made into and concerning the matters and things hereinbefore mentioned :

NOW KNOW YE that under and by virtue of all and every powers and power in that behalf vested in Us, and by and with the advice of Our Privy Council for Canada, We, reposing trust and confidence in your loyalty, integrity and ability, have nominated, constituted and appointed, and do hereby nominate, constitute and appoint you the said GEORGE HAGUE, you the said GEORGE WHEELOCK BURBIDGE, you the said EDMOND BARBEAU and you the said JOHN MORTIMER COURTNEY, to be our Commissioners for the purpose of making such enquiry and examination as aforesaid and making such recommendations as you may judge to be expedient for remedying any evils which have pre-

vailed in the Civil Service of Canada, for increasing the efficiency and economy of the service and especially for the purpose of enquiring into and reporting on the following topics, viz:—

A. AS TO MEMBERS OF SERVICE.

1. Appointments.
2. Promotion.
3. Discipline and duties, including hours, extent of service and absence.
4. Salaries.
5. Superannuation.

B. AS TO TEMPORARY CLERKS.

1. Appointments.
2. Promotion.
3. Discipline and duties, including hours, extent of service and absence.
4. Salaries.

C. AS TO THE DEPARTMENTS.

1. The present organization, including the division and allotment of duties.
2. The efficiency and sufficiency of the staff.
3. The carrying on and supervision of the financial business of the Departments.
4. The system of purchase by the purchasing Departments.
5. The performance of extra work.

D. GENERAL.

Any other subject connected with the Civil Service which, in your opinion, requires consideration and re-adjustment in order to attain the greatest possible efficiency.

AND WE Do empower you and require you, while pointing out any defects which may be found to exist in the present system, to suggest such changes as you may consider advisable in respect of all or any of the matters submitted to you.

AND WE Do authorize and require you to extend your operations to the staff of the Senate and House of Commons, and to enquire into and report with respect thereto upon the same class of topics as are detailed in the four preceding heads, designated respectively "A," "B," "C" and "D," in so far as they apply to the staff of those two Houses.

AND, under and by virtue of the powers vested in Us by the Statute lastly hereinbefore recited, We do hereby authorize and empower you as such Commissioners, to summon before you any witnesses, and to require them to give evidence on oath, orally or in writing or on solemn affirmation, in case they are persons entitled to affirm in civil matters, and to produce such documents and things as you, Our said Commissioners, shall deem requisite to the full investigation and report of the matters into which you are hereby appointed to enquire and examine.

To have, hold, exercise and enjoy the said office, place and trust unto you, the said GEORGE HAGUE, you the said GEORGE WHEELOCK BURBIDGE, you the said EDMOND BARBEAU, and you the said JOHN MORTIMER COURTNEY, together with the rights, powers, privileges and emoluments unto the said office, place and trust, of right and by law appertaining during pleasure. And We do hereby require and direct you to report to Our President of Our Privy Council for Canada, the result of your investigation, together with the evidence taken before you, and any opinion or remarks you may see fit to make thereon, and any recommendation in respect thereof.

IN TESTIMONY whereof, We have caused these Our Letters to be made Patent, and the Great Seal of Canada to be hereunto affixed.

WITNESS, Our Right Trusty and Well Beloved, the Right Honourable Sir Frederick Arthur Stanley, Baron Stanley of Preston, in the County of Lancaster, in the Peerage of the United Kingdom, Knight Grand Cross of Our Most Honourable Order of the Bath, Governor General of Canada.

At Our Government House, in Our City of Ottawa, this fourteenth day of November, in the year of Our Lord, one thousand eight hundred and ninety-one, and in the fifty-fifth year of Our Reign.

By COMMAND,

L. A. CATELLIER,

Under Secretary of State

REPORT.

To His Excellency the Governor General of Canada in Council.

MAY IT PLEASE YOUR EXCELLENCY :—

The Commissioners appointed by Commission of the 14th November, 1891, to make an enquiry into certain matters relating to the Civil Service at Ottawa, have, in accordance with the directions therein contained, the honour to present the following report :—

In entering upon the duties entrusted to them, and in touching upon the various questions submitted to them for enquiry, the Commissioners have felt their position to involve more than ordinary responsibility, not only from the importance attaching to the matters referred to them, and the comparatively limited time at their disposal, but also from the fact that two Commissions had already reported upon the needs and conditions of the Civil Service. Nor has this feeling of responsibility been lessened by the fact that there has been legislation on the subject almost yearly from 1882 until 1889, nor by the fact that during the last session of Parliament the matter, becoming one to which public attention was specially directed, called from the Premier an expression of the determination of the Government that the Civil Service of Canada should be conducted upon business methods.

Those circumstances have combined to render the subject one not only of unusual importance, but of difficulty, necessitating a certain degree of delicacy in its investigation ; and in reporting upon it as promptly and as directly as possible, the Commissioners feel that although their best efforts have been given to arrive at correct conclusions, yet allowance must be craved for any imperfections arising from the short time at their disposal.

The Commissioners before entering into the consideration of the subjects laid down in the reference, desire to state, that it was not within the lines of their duty to follow up enquiries made by the Committee of the House of Commons in the Session of 1891, which brought out certain irregularities, but rather to suggest such improvements in methods applicable to all departments as will tend to prevent irregularities in future.

By reference to the Commission it will be observed that the lines of enquiry indicated were :—

A.—AS TO MEMBERS OF THE SERVICE.

1. Appointments ; 2. Promotion ; 3. Discipline and duties, including hours, extent of service and absence ; 4. Salaries ; 5. Superannuation.

B.—AS TO TEMPORARY CLERKS.

The subjects mentioned in the preceding division, under Nos. 1, 2, 3 and 4.

C.—AS TO DEPARTMENTS.

1. The present organization, including the division and allotment of duties ; 2. The efficiency and sufficiency of the staff ; 3. The carrying on and the supervision of the financial business of the departments ; 4. The system of purchase by purchasing departments ; 5. The performance of extra work.

D.—GENERAL.

Any other subject connected with the Civil Service which, in the opinion of the Commissioners, requires consideration and readjustment in order to attain the greatest possible efficiency.

In order to fully carry out the duty entrusted to them, the first step the Commissioners took after electing Mr. Hague chairman was the preparation of a carefully considered schedule of questions on the above subjects.

A copy of this was transmitted to the Deputy Head, or other responsible officer of each department, with the request that answers thereto be prepared and submitted when the officers in question should be called upon to give evidence before the Commissioners.

This method of procedure had the effect, it is believed, of obtaining accuracy of information in matters of detail, and also of shortening to some extent the time occupied in the enquiry.

The questions and answers will be found in the evidence appended hereto.

As will be seen from the evidence, the Deputy Heads were also duly called before the Commission and subjected to thorough examination. Their answers were, in the majority of cases, complete and exhaustive, embodying a large amount of useful information on the whole subject of the Civil Service.

In addition to examining each of the Deputy Heads, the Commissioners called upon the employees of each department, through those officers, to send representatives to appear before them for the purpose of expressing to the Commission any views they might have on departmental organization, management, discipline or kindred subjects. Representatives appeared from all classes, both permanent and temporary, including the packers, sorters and messengers. The Commissioners also caused public notice to be given requesting any person desiring to make any communication to them relative to any matter within the scope of the enquiry in respect of which it was thought any abuse or irregularity existed, or wherein any step might be suggested or taken to increase the efficiency and economy of the service, to send the same to the Secretary of the Commission, together with a statement as to whether or not such person desired to be called as a witness before the Commission, to which some responses were made, as will appear in the evidence and appendices.

It will be observed that although the Commissioners were limited directly to enquiries relating to the Inside Service, that is to say, to the service at Ottawa, yet the reference to them of the subject of Superannuation and of the carrying on of the financial business of the departments, and the system of purchase by purchasing departments, necessarily led to a wider scope of investigation in certain directions, and they deemed it proper to make enquiry as far as could be done at Ottawa, into all matters relating to the subjects mentioned, whether referred to them directly or arising indirectly out of such subjects.

Your Commissioners desire further to say, at the outset, that although they were by the reference authorized and required to extend their enquiries to the staff of the Senate and House of Commons, and to enquire into and report with respect thereto upon the same class of topics as detailed above, so far as they apply to the staff of those two Houses, yet, owing to the then near approach of the meeting of Parliament, and in view of the constitutional questions raised by the Clerks of the respective Houses, your Commissioners did not deem it desirable to press their investigations into that portion of the public service.

With these remarks by way of introduction the Commissioners now propose to give at some length a statement of what really constitutes the Civil Service and what duties the officers thereof are called upon to perform.

These matters are fully detailed in the several appendices to the report, but it may be said that at Ottawa and elsewhere throughout the Dominion, on the 30th of June last, there were employed permanently, under the Civil Service Act, over 3,300 persons, of whom about two-thirds were in the service of the Post Office and Customs Departments. In addition to these there are permanently employed a very considerable number of others who are not affected by the provisions of the Civil Service Act, as for instance Indian agents, light-keepers, lock-masters, &c.

In the several departments at Ottawa there were employed permanently, under the Civil Service Act during the year ended 30th of June, 1891, 733 persons of all grades of whom 78 were messengers, packers and sorters. In addition to those, however, payments were made for services extending over periods varying from one year to a few days to sundry persons numbering in all as many more, and to labourers and artisans to the number of some 300.

It must be borne in mind that the officers and employees of the various grades engaged elsewhere than at Ottawa are all subject to the control and direction of the departments at Ottawa, are in constant correspondence therewith, rendering all accounts thereto, and are in almost every respect as much in contact therewith, as if their functions were exercised at the seat of Government. It is necessary to emphasize this, as a considerable part of the work in Ottawa consists of supervising, checking, and directing the work done by officers of the Government in connection with the Post Offices, Custom Houses, Harbours, Fisheries, and numerous other establishments in all parts of the Dominion.

The total cost of salaries and of payments for services performed in the departments at Ottawa, not including salaries of Ministers of State, for the year ended 30th of June, 1891, was \$1,278,701.09, of which \$862,877.38 is chargeable to Civil Government salaries, \$57,228.89 to Civil Government contingencies, \$352,194.82 charged to outside votes, and \$6,400 expended under special statutes.

This cost appertains to the different departments as follows:—

	Charged to Civil Govern- ment Salaries.	Charged to Civil Govern- ment Contingencies.	Charged to Outside Votes.
	\$ cts.	\$ cts.	\$ cts.
<i>Expenditure under Supply Bills:—</i>			
Governor General's Office.....	9,950 00	1,076 07	992 02
Privy Council Office.....	24,625 00	5,850 41	5,412 57
Justice Department.....	26,836 50	1,673 22	18,474 61
Militia Department.....	42,212 50	487 25	3,111 45
Secretary of State's Department.....	35,773 30	2,750 17	11,420 23
Printing and Stationery Department.....	22,197 50	3,226 39	56,402 17
Interior Department.....	80,821 83	729 85	19,029 16
Geological Survey Department.....	41,792 50		5,997 62
North-West Mounted Police Office.....	8,490 00		4,272 02
Indian Affairs Department.....	45,082 75	4,292 83	
Audit Office.....	23,008 56	2,467 17	
Finance Department.....	51,764 88	1,957 61	15,398 00
Inland Revenue Department.....	37,094 96	690 45	14,168 73
Customs Department.....	36,169 71	620 68	4,774 13
Post Office Department.....	185,531 72	20,326 90	4,547 68
Agriculture Department.....	52,813 25	9,253 68	24,983 28
Marine Department.....	28,564 99	1,258 71	5,796 00
Fisheries Department.....	16,925 00	577 30	6,117 25
Public Works Department.....	42,872 46		106,755 87
Railways and Canals Department.....	50,349 97		44,542 03
	862,877 38	57,228 89	352,194 82
<i>Expenditure under Special Statutes:—</i>			
Governor General's Secretary.....	2,400 00		
Auditor General.....	4,000 00		

Various particulars respecting these services will be found in the appendices.

In the above amounts are not included \$105,838 paid to some 300 labourers and artisans employed for various periods throughout the year on the Ottawa buildings.

In pursuing their enquiries into the work of the Departments in Ottawa, your Commissioners found that in addition to the persons whose names are entered in the Civil Service List, and who are called "permanent" employees, there are a considerable number of persons regularly engaged in the service of the Government whose names are not in the list in question at all. This large class is not embraced under the provisions of the Civil Service Act, although the duties, work, and responsibilities of the larger number of them are in no way to be distinguished from those of regular officers. The remuneration of this class of officials is at a certain rate per day or per month, which indicates that their position originally was temporary, by which name as a class they are still distinguished. They have, however, for the most part long ceased to be such, and practically are part of the permanent staff. This class numbers some 370 persons, of whom 44 are messengers, packers and sorters.

Some of them render services of a professional character, such as engineers, architects, &c., and are men of high education and experience, and generally their services are as valuable as those of permanent officers engaged in the same duties. In the temporary class the Commissioners found a considerable number of women clerks, respecting whose work and the manner of performing it there was a general concurrence of approval from those supervising them. The salaries of this class of so-called "temporary" officers range from \$4,500 per annum to \$1 per day.

The Commissioners apprehend that from lack of organization or possibly from the tendency to bring into the service some of these officers for special qualifications, no definite scale of payment has been laid down for the remuneration of this class, and in the Bill appended to this report the Commissioners submit a scheme to overcome this defect.

At the time of the sitting of the Commissioners there was a considerable number of clerks strictly of a temporary character engaged in the preparation of the census. Of these 28 were women clerks. Many of these temporary clerks, properly so called, are paid strictly for the amount of work they do, and their earnings, which averaged in November last 43½ cents per page in compiling the sheets, have by the new system of payment by results, which began in December last, been reduced for similar services to 18½ cents in December, 14½ in January, and 6½ cents in February. This class of persons is under regular supervision by a permanent officer of the Department where the work is carried on.

RANGE OF SALARIES.

Of the permanent officers and clerks of the Government at Ottawa, there are seven whose salaries range from \$4,000 to \$6,000 per annum and 24 whose salaries range from \$2,500 to \$4,000 per annum. This class embraces deputy heads, chief engineers, architects, &c., who are charged with the responsibilities of control, supervision and direction. There are 82 persons with salaries ranging from \$1,800 to \$2,400 who have in a subordinate degree the responsibilities of supervision, such as superintendents, chief accountants, secretaries and chief clerks. Included in these are also a certain number of persons whose salaries are within the above range whose duties though not involving

the supervision of others yet demand skill, experience and professional knowledge. Finally we come to the very large number of clerks who work entirely under direction and whose duties are of the ordinary character of clerks, such as posting, copying, registering, typewriting, &c. Their salaries range from the minimum of the third class \$400, to the maximum of the first class \$1,800. It is to be noted that the higher range of salaries in the latter class is in many cases paid to persons who are doing the same kind of work they did in former years. This is due to the automatic system of the Civil Service Act by which salaries are steadily increased. It has thus come to pass that there are numbers of persons employed in the same rooms, doing the same work, and having places sometimes at the same desk, whose salaries differ by as wide a range as three hundred per cent. But in justice it should be said of these that some of them correspond to the class of old servants to be found in nearly all mercantile and corporate establishments, whose pay may seem excessive, but in whose case experience, reliability, and knowledge are taken into account.

Considering the above it may be noticed generally :—

That the highest salaries are low as compared with those of the higher officers of railways, banks, and other mercantile corporations, but that in the Civil Service the percentage of persons whose salaries range from \$1,000 to \$2,500 is much larger than that which obtains in other institutions, while on the other hand the percentage of persons having salaries from \$400 to \$1,000 is much smaller.

Appended to the evidence will be found statements of the range of salaries in the leading railways and banks, courteously furnished by the chief officers of these establishments. To these the Commissioners call careful attention.

In the recommendations your Commissioners have made in the draft Bill referred to, they have endeavoured to guard against the development of this state of things in the future, and to ensure that men who are doing the lower description of work shall be remunerated accordingly, while the higher range of salaries shall be reserved for those who have responsibilities of management, or whose services require a higher degree of educational or professional attainments. They have also therein stated what in their opinion would be an equitable scale of salaries for the various classes of clerks and employees in the departments.

Having thus described generally the present condition of the Civil Service, it is but proper to state in the next place what action has been taken on the subject in the past.

ACTION ON THE SUBJECT IN THE PAST.

In May, 1868, a Civil Service Act was passed, and in the same year a Commission was appointed to submit a scheme for its re-organization under the provisions of the Act. The intention of the Act of 1868 was to limit the age and ensure the proper qualification of candidates for positions in the public Departments, to establish a regular classification, to provide for judicious promotion, to check the unnecessary employment of extra clerks and guard against an undue expansion of expenditure for Civil Government. In 1880 a second Commission was appointed to investigate the same subject, and in their report the Commissioners recommended the adoption of the essential principles of open competitive examination and promotion by merit as an effectual remedy for all the important defects of the system then in vogue. Following this report a new Civil Service Act was passed in 1882, which provided for examinations to test the qualification of candidates for positions in the public service, and also for the examina-

tions of candidates for promotion. This Act, although not going so far in its provisions as was recommended by the Commission, has been amended year by year, with one exception, from the time of its being first placed on the Statute book until the year 1889, and so far as the Commissioners have been able to observe, the amendments in general have trended in the direction of the relaxation of the provisions of the original Act, and the consequent prevention of its intention from being carried out.

It seems proper at this point to refer to the experience of the mother land in regard to the Civil Service, it being found by experience that the same difficulties which have attended the working of the Civil Service of Canada had been developed there also. Consequent upon the report of a Commission appointed in 1853, recommending the adoption of the principle of open competition as founded upon the principles of justice, and favourable to the education of the people, a new system was introduced in 1855, by the appointment of the Civil Service Commission of the United Kingdom, consisting of three Commissioners of whom one (the chairman) is a Privy Councillor, appointed during pleasure, and upon this Commission were conferred large powers in respect to the examination of candidates for the Civil Service. Only limited competition was at first introduced, as moderate changes were thought most prudent. After five years experience of the new order of things a Parliamentary investigation into the new system was held in 1860, and the report of that body approved the appointment of the Civil Service Commission, and advised a steady advance towards open competition, a principle which was ultimately adopted in 1870. In the Parliamentary and executive investigations of 1873 and 1874 the principle was again approved and its operation extended. The executive Commission of 1874, otherwise known as the "Playfair Commission," from the name of its chairman, Sir Lyon Playfair, lasted for several years and made three separate reports. In 1886, another Commission was appointed to enquire into the establishments of the different offices of state. The first and second reports of 1887 and 1888 have proved of benefit to your Commissioners in their enquiry.

The value of the English system of open competition has been dwelt on fully in an able and exhaustive work on Civil Service in Great Britain by the Hon. Dorman B. Eaton, first Commissioner of the Civil Service of the neighbouring Republic, and from his work the following may be quoted as the opinion of a permanent Secretary of the Treasury:—

"Under competition you have no patronage, and there is therefore no motive to increase establishments beyond the strength which is required for the work they have to do; on the contrary there is a very strong motive in the Departments themselves to keep the establishments down, so as to have the credit of economical estimates." In speaking of the introduction of open competition into the India Civil Service, Mr. Eaton states that "The explanation of course is that British statesmen have long since found that common justice and the exclusion of partisan tests in selecting Civil Servants are essential for securing those most useful, and they have had patriotism and independence enough to act upon their convictions of duty even in a foreign province. These declarations appear not to have been mere professions, for in the final order made in 1876 for the permanent establishment of open competition as the sole means of entry to the Indian Civil Service, it is provided that during the two years of special study which are to follow success in the competition, the sum of \$750 a year is to be paid to each successful competitor, thereby enabling the children of the poor to go on with their preparation for the public service." And of the results of competition his words are, "If I could afford the space

I might call attention to particular facts showing that competition had given not merely more bright men of learning, but men with physical systems as strong, with characters quite as high, with practical administrative capacity not less, to say the least, than had come into the service under any other system," and in summing up the results of the merit system in the great departments his words are, "The merit system therefore with its tests of character and capacity, and its claims of justice and principle against favouritism and partisanship, has achieved a victory over patronage."

APPOINTMENTS.

In a few words the difference between the English and Canadian systems is that whilst in England appointments are generally speaking made on the ground of merit alone, as shown by success in open competition in examinations, in Canada appointments are the results not of the examinations, but of nominations after examinations have been had.

Of these examinations themselves it may be said that they have been of such a character that the ordinary High School boy could without difficulty pass them; and from the general trend of the evidence given before the commission it will be observed that in the case of a considerable number of the officials who have been appointed, a number of trials have been allowed before they finally passed. This has led to considerable abuse, and is largely responsible for the employment for long and irregular intervals of so-called temporary clerks, which has given rise to a conflict of opinion between some of the departments and the Auditor General, chiefly as to the duration of time a temporary clerk should be out of office before being re-appointed, the Auditor General holding that one month should elapse, while some of the departments have made the limit a day or two.

PROMOTIONS.

It is further to be noted that under the Canadian Civil Service Act a system of examinations for promotion exists which does not prevail in England, and your Commissioners find that although in regard to a few cases no examinations have been required, yet as a rule, promotions have not been made without such examinations. But in the holding of these there has been great disparity in the papers submitted by the several departments, for whilst in some instances the examinations have been thorough, entering exhaustively into the duties of the Department, thereby testing the fitness of the candidates, in others the papers have been simple in the extreme. This system of examination for promotion has therefore been to a large extent ineffective and along with political pressure has led to the departments being generally overmanned in the higher offices. In fact promotions have taken place as a rule for other causes than the necessities of the service.

INTERNAL ECONOMY OF DEPARTMENTS.

Your Commissioners, as they have previously mentioned, while finding in some instances clerks inferior in status doing superior work, have noticed many officials who have been promoted on account of length of service doing work of an inferior kind. The continued employment of a large number of persons who have in the first instance been permitted to enter departments on probation without any particular vacancy requiring to be filled, and even in certain cases without examination, is a noticeable feature in the

service. In order to keep this large body of employees engaged there has grown up a cumbrous and unnecessary duplication of work. In several of the departments there is likewise a great diversity in the manner of performing the same kind of work; and whilst in some, the official correspondence, for example, is conducted in a terse, clear, and logical manner, in others it leaves much to be desired. Promotions too have not carried with them the full significance of the term, and officials have been advanced in salary from length of service alone, and not because the duties they had to perform were more important. This leads to continued apathy and a mechanical style of performing work, which finally results in more clerks being constantly employed than is necessary. There has been, the Commissioners fear, a tendency to make promotions for the benefit of officers who had reached the maximum salaries of their class, whether vacancies in the higher class existed or not, and for that purpose to create unnecessarily higher class clerkships. The Commissioners are of opinion that as a rule there never should be a promotion except to fill a vacancy in an office that it is necessary to continue in the public interest.

DEPUTY HEADS.

Before entering on the subject of recommendations proposed for the acceptance of the Government, the Commissioners deem it desirable to review the position which deputy heads now hold in the public service. In countries such as Great Britain, where responsible Government has developed into its highest form, the position is this, that while the head of the department directs the policy thereof, the deputy head, subject to such policy, directs its administration. Apart from the superior officers of the department with whom he is brought into contact in the transaction of business, a Minister in England may know nothing whatever of the staff individually, and in general does not interfere with appointments, promotions, or superannuations.

In Canada, with a similar system of government, it happens in many cases that Ministers have a much greater and more direct control over the details of the administration of their departments, and while that is not without the advantage of bringing to the conduct of business great experience and the direct responsibility of the person who must answer to Parliament for the manner in which such business is transacted, it will not, it is thought, be doubted that at times it may tend to bring the administration of public affairs somewhat too closely into contact with politics.

As a matter of fact the deputy heads are, under the present law, responsible to their Ministers for the administration of the business of their respective departments, and it is their duty to see that no departmental expenditure is made without authority of law, or in excess of what is fair and just. It is further their duty to oversee and direct all officers, clerks and employees in their several departments.

It is not surprising therefore that the weight of evidence taken was largely in favour of making the position of deputy head a less dependent one, by providing, as in the case of the Auditor General, that they should hold office during good behaviour.

It is thought, however, that it might not be found convenient to provide by legislation that the deputy Heads should hold office during good behaviour, though for all practical purposes that is, and as your Commissioners think it should be, the tenure by which they hold their office. The question is not, however, without difficulties.

In one respect the law as to the exercise of the Crown's power of removal from office is more favourable to deputy heads than it is to other members of the service.

In the case of the former the reasons for the dismissal must be laid before Parliament, and your Commissioners have added to the Bill submitted herewith, a provision that a statement of such reasons shall be communicated to the deputy head within one month after his removal from office, and they have also inserted a clause making it clear that a deputy head may not be suspended except by an Order in Council.

Although a somewhat delicate matter for your Commission to treat upon, seeing that one of their number is a deputy head, yet they are of opinion that the salaries of officers of such responsibility should be more commensurate with the duties they have to perform and the position they occupy than is now the case. In this connection your Commissioners beg to point out the desirability of having in each department a recognized official to take the place of a deputy in case of emergency.

RECOMMENDATIONS.

With regard to these recommendations your Commissioners have thought it advisable on several grounds to embody the principal of them in the shape of a draft of a new Civil Service Act. They have adopted this course rather than make a number of recommendations for amending the various clauses of the Act now in force, with the conviction that time will be saved by their views being thus more clearly enunciated in that form. Your Commissioners are aware that this is a departure from the ordinary course pursued in similar matters to those which they have had under consideration, but under the circumstances they deem its adoption justifiable. The principal recommendations contained in the Bill are (1) the appointment of a Civil Service Commission, and (2) the adoption of the principle of appointment by open competition.

As a final conclusion arising out of their investigation, and after full consideration, your Commissioners recommend the appointment of a board, to be called "The Civil Service Commission of Canada," to consist of one permanent member as chairman, who has had experience in the Civil Service, with an advisory council consisting of four deputy heads, the whole to be appointed in the manner customary with officers of a superior class. In view of the large proportion of the population who are of French origin, and of the intelligence shown in the positions occupied by many of them in the public service, your Commissioners consider it essential that at least one of the five should be a French Canadian.

The tenure of office of the chairman should be similar to that of the Auditor General. He should possess such precedence, position and powers, as would enable him to exercise his functions in an independent manner.

Your Commissioners are of opinion that the members of the Advisory Council should each have an additional allowance of \$500 per annum for the performance of such service. The Commission to have the control of the examiners and assistant examiners, and to report yearly to Parliament. The selection of clerks to be left to the Commission, and their appointment to be subject to a term of probation as shown in the draft Bill.

The staff of the Commission to consist of a secretary, and for purposes hereafter set forth, a skilled accountant, to aid the Commission in the performance of their duties. The chairman or any of the staff whom he may designate to be authorized to act as inspector of departments, that duty to be performed systematically but at irregular intervals. Minutes to be kept of all meetings. Your Commissioners are also of opinion, and have embodied in the draft Bill, that the services of this Commission or a part thereof, might with advantage, and when their other duties admitted of it, be utilized

in making enquiries on behalf of the Government in matters of public expenditure and cognate subjects, thereby saving to the country the cost of Commissions such as have heretofore been appointed to enquire into such subjects.

The duties to be assigned to the Civil Service Commission are, generally speaking, two-fold. In the first place it will be its duty to test the fitness for office of candidates for appointment or promotion to any office or position in the Civil Service. It will have no patronage to exercise, and will be free from even a suspicion of acting from interested motives.

In regard to the other leading feature of the Commission's sphere of action, namely, the power to enquire into and report upon the state and management of public business, and the official conduct of public servants, its duty will end with the enquiry and report.

In the organization of the Advisory Council of the Commission it is considered essential that its members should be Deputy Heads. That course is recommended by the Commissioners from the conviction that an intimate knowledge of the service such as is possessed by these gentlemen is necessary to arrive at just conclusions, and at the same time give confidence to the members of the service that all claims would receive consideration and be decided upon their merits, and thus tend to allay any discontent which may arise.

The Commission of 1881, in sketching the establishment of such a body, estimated that the cost would amount to about \$25,000 per annum. The cost of the system as now recommended, your Commissioners believe would be much smaller, probably not more than three fifths of that amount, and when it is borne in mind that to such a body could be relegated commissions of enquiry into other matters affecting the expenditures of the country, it will be admitted that the value of the duties to be performed is very much in excess of the cost of the service.

Your Commissioners are of opinion that the Board should at the outset occupy itself by a close inspection of all the departments of the inside service. This inspection should have in view :—

1. The proper distribution of labour so as to avoid elementary work being done by high salaried clerks.
2. The employment of no more than the required number of officers to accomplish the work to be done, and the gradual elimination of incompetent or unnecessary clerks.
3. The adoption of a uniform system of book-keeping, which should be simplified so as to avoid duplication, as amongst other things elicited in the course of the evidence and in the inspection of the departments, it appears the systems of book-keeping followed in the several departments are greatly at variance. In many cases they are obsolete and cumbrous, and contain a large amount of unnecessary detail.

Forms and books to be printed and made on recommendation from the Commission, subject of course to the approval of the Treasury Board as by law required.

The Commission might also consider with advantage from time to time and report upon such matters as

- A. The hours of office work.
- B. The hours for luncheon.
- C. The absence of clerks whether for vacation or for illness.
- D. The fines for non-attendance or slight deviation from established rules.

E. Employment of temporary clerks.

F. The matter of changes in the organization of departments to meet the change of circumstances that happens from time to time.

If the principles of the Bill be adopted the Commissioners suggest that in time, and after the inside service has been inspected and the new order of things put into operation, the Commission should then give its attention to the outside service with the same objects in view.

Your Commissioners have found in the course of their investigations that it happens at times there is not between the several departments of the service, and occasionally between branches of the same department, that hearty co-operation that is necessary for the proper transaction of public business. There is also to be noted, too often, an absence of that *esprit de corps* which ought to animate and usually does animate the members of the same body or service. Efforts from time to time, your Commissioners have been told, have been made by some members of the service to awaken and stimulate this sentiment, but it is feared without any marked success. Your Commissioners believe that one effect of the creation of the Civil Service Commission will be to secure this co-operation, create an *esprit de corps*, and result in ensuring to the Ministry and the country a zealous and united service for the conduct of public affairs.

GRADATION OF THE SERVICE.

The general tendency of opinion amongst the Commissioners, as will be seen by the draft Bill, is that it is desirable to make a departure from the mode prevailing at present, and that the grading of the service should be into a high grade staff, and a lower grade staff answering somewhat to the writer class in England, and having such leave of absence and other considerations as are granted as a rule in the mother land. In addition to these, when there is a decided pressure of work in a particular department for a limited period, the services of temporary clerks may be employed when the necessity is apparent to the Civil Service Commission, but they are not to be retained any longer than adjudged necessary by such Commission.

OPEN COMPETITION.

With regard to this fundamental matter it is observed that the system has worked admirably in the mother country, where it has long been in operation. It has also worked well in the United States as far as it has been adopted, and has proved efficacious in correcting many long-standing abuses, and supplying the country with a class of intelligent and industrious officers, to the great advantage of the service both in the way of efficiency and economy. The system is too well established to need any detailed advocacy from your Commissioners, and they recommend its adoption in the conviction that the same beneficial results will follow in Canada.

AGE LIMIT AND NEW OFFICES.

Your Commissioners are of the opinion that the age limit under the present system—35 years—is too high, and they propose in the draft Bill to reduce it to 25 years. They have also embodied therein the principle that no new office should be created without the sanction of Parliament, and after a full enquiry by the Civil Service Commission, and further, that in the event of a vacancy arising in any office, the Commission should

ascertain whether, in case it were deemed necessary to add to the permanent staff, the successor might not be appointed to a lower class than that in which his predecessor was graded.

DEPARTMENTAL ORGANIZATION.

Your Commissioners propose to leave to the Civil Service Commission the duty of enquiring into, and reporting on, the proper organization of each department, as it is manifestly impossible, in the short time at their disposal, with the growing wants of the service and the varied character of the duties performed, for them to arrive at just conclusions on the subject. In this view they are borne out by the fact that one of the results of the Commission of 1881, before alluded to, was the adoption of a special theoretical organization for each department, which, with one exception, has been largely departed from.

OTHER RECOMMENDATIONS.

Having considered these two fundamental recommendations, your Commissioners pass on to some other matters of more or less importance.

RULES OF DISCIPLINE, LEAVE OF ABSENCE, &c.

To this proposed Civil Service Commission might be given the duty of recommending rules of discipline to be observed in the several departments. It is also proposed that they take into consideration and recommend a scale of leave of absence to be granted to the several officials (which, in the case of all officials having to do with either receipts or expenditures in any form, should be made compulsory) as your Commissioners find from enquiry that while three weeks' leave is in general sufficient, yet for certain officers, whose position and duties entail prolonged mental strain, there might be at times, to some extent, a certain deviation from this practice. It must be remembered also that owing to the wide extent of the Dominion a considerable portion of the statutory leave of three weeks is consumed by some of the clerks in going to and from their homes. From the evidence before them on the subject of sick leave, the Commissioners are of opinion that it would be better to have medical certificates submitted in every case, and grant permissive leave for a certain period with power of extension for a further period if deemed necessary on half pay. But the proposed Commission might very properly consider and report on such matters from time to time as circumstances dictated.

Your Commissioners are of the opinion that the provisions of the present law, requiring from those who are absent through illness the certificate of the medical examiner appointed by the Government, is a cause of needless expense to public servants, of discontent amongst the members of the medical profession, and is on the whole detrimental to the service. If it is found impracticable for the Government to employ and pay a medical officer for making examination in cases of illness, where an examination by an outside physician is deemed necessary, your Commissioners would recommend that the certificate of any member in good standing of an authorized medical association should be accepted, such certificate of course to be full and explicit. In many instances it has been pointed out that in grave cases of fever, grippe, and other specific diseases, in addition to the fees payable by the patients to their own medical attendant, fees have had also to be paid to the medical examiner of the Government. This, in the opinion of the Commissioners, is an injustice to public servants.

HOURS OF ATTENDANCE AND REGISTRY THEREOF.

With regard to the hours of attendance in the several departments, the Commissioners, whilst of opinion that the ordinary working day should be considered as from 9.30 a.m. to 5 p.m., do not, however, see the necessity of laying down any specific rule, for the reason that if the work of the department is not in arrear and if no extra help is employed or required, they can see no objection to allowing the officers to leave at an earlier hour, but not earlier than 4, at the discretion of the deputy, as is the case with the officers in banks throughout the country, allowing however the Commission, if constituted, the duty from time to time of making enquiry regarding this subject; but it must be understood that on the other hand all officers should be expected to attend beyond the times mentioned whenever the necessities of the service should require it and without extra cost to the State, as has been found by the Commissioners to be the practice elsewhere.

Your Commissioners consider that the keeping up of the register of attendance is a matter of primary importance, and that if an inspection of departments is determined on, as is desirable, such inspection should embrace a regular examination of the attendance of the officers. It is to be noted that in one of the departments the attendance book has been enlarged so as to show the time at which officers leave as well as the time of their arrival. It is desirable, however, that the rule requiring attendance at 9.30 a.m. should mean 9.30 and not 10 o'clock.

PURCHASING DEPARTMENTS.

This is fully treated of in the separate report on Revenue and Expenditure, but generally it may be stated that there has been a tendency in some cases to purchase in such a manner that the Government pays retail prices for wholesale quantities.

ARRANGEMENT OF THE OFFICES.

Your Commissioners are of the opinion that, wherever possible, alterations be made in the arrangement of the offices of the several departments, with the view of increasing the supervision and improving the discipline of the clerks. It is a well known principle that to ensure proper performance of work, supervision, and discipline, in a business office, the chief responsible officer must be in a position to have an efficient purview and close communication with his subordinates, and the proper grouping of men whose work is related. This is usually attained by special arrangements as to large rooms and galleries. In the absence of this it is impossible under any theoretical system to ensure that work shall be done as economically as it is possible, and it is difficult, if not impossible, to prevent idling, unnecessary absences, and needless multiplication of officers and largely increased expense. When a responsible chief finds himself cut off from his subordinates by long distances, many flights of stairs, or still worse, by having his staff in separate buildings, no matter how zealous he may be, he will inevitably after a time cease to attempt such control as he knows to be desirable, seeing that to visit his different offices would entail such an expenditure of time as to prevent his attending to his own duties. With regard to the ordinary work of the department, when officers whose work is connected are separated by long distances, great waste of time is occasioned by the necessity of writing notes, references, and memoranda, and writing replies to them; or by the necessity of sending for officers from other buildings, all which detracts from efficiency.

Even when the clerks and officers of a department are all on one floor in the same building, if they are divided amongst a number of small rooms, it is impossible to have as close supervision and as efficient performance of work as if they were working at desks in one large office.

The Commissioners have no doubt, after careful examination, that if the arrangement throughout were that of separate rooms for chief officers, and large adjoining rooms for the staff under their control, the work could be done more efficiently. They lay the greatest possible stress on this. It is a *sine qua non* of any future improvement made, and they recommend that the Chief Architect be directed to draw up plans in order, if possible, that this object may be accomplished. From tentative enquiries made they are led to believe that a large measure of improvement can be made, at a moderate cost compared with the economy which is certain to result.

FIRE PROTECTION AND PROTECTION OF DEPARTMENTS GENERALLY, RECORDS, &c.

In this connection the Commissioners would call attention to the fact that valuable records of all kinds are left in an insecure condition and liable at any moment to be utterly destroyed by fire. One of the earliest functions of the Civil Service Commission should be an investigation into the whole subject of departmental and other records.

It is further noticed that three departments are charged with the keeping of records, and three separate expenditures are incurred for this object. Votes are taken by the Privy Council Office, and by the Department of the Secretary of State, for the classification of old records, also by the Department of Agriculture for the Dominion Archivist and Assistant. It is recommended that the historic records that have gone out of reference in the work of the departments, be placed in charge of the Dominion Archivist, and only records to which reference is frequently required be kept in the several departments.

Your Commissioners would also call attention to the unprotected state of the corridors in the several buildings between the hours of four o'clock, when the majority of the clerks leave for the day, and six o'clock, when the Dominion Police take control of the buildings. They strongly recommend that greater supervision in the matter of ingress and egress be exercised between the hours named.

IMMIGRATION.

From the evidence taken by your Commissioners it would appear desirable as a matter of public policy that the administration of all matters connected with immigration should be transferred from the Department of Agriculture, and be placed under the control of the Department of the Interior, as there appears to the Commission to be a lack of touch between the two departments. As a consequence, when immigrants arrive in the North-West, they are not placed immediately in connection with the land offices, and are not as quickly located as would be the case if the duties of the two departments in this respect were amalgamated. In the keen competition for desirable immigrants it is important that no facility for placing them properly and with the least loss of time should be neglected. In addition to such, an amalgamation would no doubt result in reducing the number of officers employed in that part of the public service.

MAPS AND PLANS.

Your Commissioners find that maps for various purposes are prepared in several departments, and by the evidence produced it is shown that differences frequently

occur in maps of the same district when issued by more than one department. To prevent this, and to promote accuracy and security, it is recommended that a special cartographical branch be created, and that the duty of this branch of the public service should be to issue reliable maps of the various parts of the Dominion.

MARINE AND FISHERIES.

Your Commissioners observe that it has been found unnecessary to continue the division of the Department of Marine and Fisheries into two departments, and that it is thought the affairs of the department will be more economically administered by a single staff of officers, the Minister and his Deputy being assisted, in respect of those questions which relate more especially to the conservation of the valuable fisheries, by the study and experience of an expert.

GENERAL IMPROVEMENTS.

There can be no doubt that a careful and patient enquiry into the working of the several offices and branches of the service will suggest other changes and reductions, and do much to withstand the tendency that there always is in the administration of public affairs, to a duplication of work and a multiplication of offices. This can always be best and most economically effected when a vacancy occurs. To give an example; the vacancy in the office of Secretary of the Department of Railways and Canals affords an opportunity to enquire and see whether or not in a department consisting of two branches—each presided over by a Chief Engineer—it is necessary also to have both a Deputy Head and a Secretary of the department. The like problem would present itself if a vacancy should occur in the office of Deputy Head or Secretary of the Public Works Department. A further example is to be found in the Customs Department, where a Chief Clerkship is now vacant. The idea of economy presented by the former Commission of 1881, with regard to the amalgamation of the Civil and Military Branches of the Department of Militia, might also on the first vacancy be enquired into to see whether it could be carried into effect.

To such enquiries as these the Civil Service Commission, if constituted with sufficient powers, could from time to time address itself, reporting the result of their investigations to the Governor in Council for his consideration, and such action as he might see fit to take.

Your Commissioners consider that in the matter of the issue of commissions to public officers a great saving of labour and expense could be saved in the Department of the Secretary of State. The list of officials to whom commissions are issued seems to your Commissioners to be too comprehensive, and in the great majority of cases the passage of Orders in Council authorizing the respective appointments would be quite sufficient, and would answer the purpose equally as well.

SPECIFIC VOTES.

Your Commissioners when examining into the question of the employment of extra clerks, have had impressed upon them the desirability of having specific votes taken by the several departments to cover the cost of extra assistance, as it seems in the highest degree undesirable that payments of this character should be spread over a number of different services instead of appearing under one head. The present mode not only leads to abuse but almost invites it.

GENERAL REMARKS.

In the draft Bill accompanying this report it will be noticed that the provisions of the present Act relating to the offices of City Postmasters, Assistant Postmasters *et al* remain unchanged, for the simple reason that the outside service formed no part of the reference to the Commission.

Your Commissioners in conclusion beg to call attention to supplementary reports and memoranda relating to the questions of revenue and expenditure, and superannuation, and also to the report as to the inspection of the several departments made by two of their members.

In compliance with the directions laid down in the reference your Commissioners have the honour to report the evidence submitted to them, and in doing so they desire to place on record the great and valuable assistance this evidence has been to them in the preparation of their report. Coming as it does from a body of able men, many of whom have been exceedingly frank in the manner in which they have testified, it invites perusal and attention, and your Commissioners commend it to careful consideration.

Your Commissioners cannot close this report without expressing their belief that in spite of many defects and abuses such as have been pointed out, the country has in its service at Ottawa a large number of officers of high character and ability, whose energies and time are devoted systematically and conscientiously to the discharge of their duties. The recognition of this fact is at the present moment only an act of justice, and the Commissioners have pleasure in putting it on record.

Your Commissioners have finally to append the draft Civil Service Bill, to which reference has been made throughout this report. In their opinion, if it is presented to and adopted by Parliament, it will to a great extent prevent the recurrence of those evils which at present are found to exist. In framing the provisions of the Bill, your Commissioners have had in view what they believe to be possible in the way of practical legislation on the subject.

It is possible that public sentiment in Canada may not as yet be ripe for open competition generally, and it may not be possible as yet to eliminate altogether the power of politics in making appointments; but if the recommendations of your Commissioners be accepted and strictly adhered to, the public service at Ottawa will, they are convinced, in the course of a few years, be better for the change. Intelligence and capacity will meet with their due reward, politics and favouritism will cease to dominate, the service will soon become attractive to many persons who now seek other avenues of employment, and in general the title of public servant will be an honour to be coveted. The doors to appointments and promotions in the service will open only to capacity and honesty, and no man or woman who aspires, as all have a right to aspire, to any such position, will have occasion to seek or use any influence less honourable than his or her own merit and fitness for office.

All of which is respectfully submitted,

GEO. HAGUE,
GEO. W. BURBIDGE,
E. J. BARBEAU,
J. M. COURTNEY.

J. H. FLOCK, *Secretary*,
OTTAWA, 21st April, 1892.

No. .]

BILL.

[1892.

An Act respecting the Civil Service of Canada.

HER Majesty, by and with the advice and consent of the Senate and House of Commons of Canada, enacts as follows:—

SHORT TITLE.

1. This Act may be cited as *The Civil Service Act, 1892.* R. S. C., c. 17, s. 1.

INTERPRETATION.

- 2.** In this Act, unless the context otherwise requires,—
- (a.) The expression “Head of a Department” means the Minister of the Crown for the time being presiding over such department;
- (b.) The expression “Deputy,” “Deputy Head,” or “Deputy Head of the Department,” means the Deputy of the Minister of the Crown presiding over such department. R. S. C., c. 17, s. 2.
- (c.) The expression “The Board” means the Board of Civil Service Commissioners hereby constituted;
- (d.) The expression “The Civil Service Act” means the seventeenth chapter of the Revised Statutes of Canada, and the Acts in amendment thereof, or the Acts of which such chapter is a consolidation, as the case may be;
- (e.) The expression “Service” means the Civil Service as defined by this Act.

CONSTITUTION OF THE CIVIL SERVICE.

3. The Civil Service, for the purposes of this Act, includes and consists of all classes of officers and employees, in or under the several departments of the executive government of Canada and in the office of the Auditor General, included in Schedules A and B to this Act, and such other officers and employees as the Governor in Council from time to time brings under the provisions thereof. R. S. C., c. 17, s. 8, *amended.*

4. The Civil Service consists of the Inside Service and the Outside Service. R. S. C., c. 17, s. 4, *part.*

5. The Inside Service is divided into two divisions, called respectively the First Division and the Second Division, and includes the following classes of officers, clerks and employees employed on the several departmental staffs at Ottawa and in the office of the Auditor General, that is to say:

First Division.

- (a.) Deputy Heads of departments ;
- (b.) Officers having special professional or technical qualifications ;
- (c.) Chief clerks ;
- (d.) First-class clerks ;
- (e.) Second-class clerks ; and
- (f.) Third-class clerks.

Second Division.

- (a.) Officers having special professional or technical qualifications ;
- (b.) Shorthand writers, type-writers, précis-writers abstractors, indexers, copyists and writers generally ;
- (c.) Messengers, overseers, packers, sorters and persons filling like positions. R. S. C., c. 17, s. 4, and *Schedule A, amended.*

6. The Outside Service includes all persons employed in the Civil Service otherwise than on the departmental staffs at Ottawa, and the Governor in Council may divide the same into two divisions, to be known as the first division and the second division, and determine what classes of officers or employees shall belong to each division, the relative grades of the different classes in the Outside Service, and all matters incident to appointment and promotion therein, not herein otherwise provided for. R. S. C., c. 17, s. 4, *part amended.*

7. The Governor in Council shall, from time to time, subject hereto, and to any departmental Act, determine the number of officers, chief clerks, clerks, messengers and other employees that are required for the working of the several departments of the Civil Service, but the number thereof in any class in the Inside Service shall not exceed that prescribed in Schedule A to this Act. R. S. C., c. 17, s. 6 (1), *amended.*

8. If the number of employees attached to any department of the Civil Service is greater than the number allowed to the department, the Governor in Council shall name the persons to fill the several offices ; and the remainder shall be supernumerary clerks, without being eligible for increase of salary, of that class respectively in which they rank, and shall so remain until promoted in the manner herein provided or until retired from the Service. R. S. C., c. 17, s. 6 (2), *amended.*

THE CIVIL SERVICE BOARD.

9. A Board of Civil Service Commissioners shall be constituted, consisting of five members, to be from time to time, appointed by the Governor in Council.

10. The Chairman of such Board shall hold office during good behaviour and shall be paid such annual salary as the Governor in Council from time to time determines, not exceeding any salary that may for the time being by law be paid to a Deputy Head ; and he shall not hold any other office under the Crown.

11. The other members of such Board shall be Deputy Heads of departments, and shall each be paid for his services as such member such annual salary not exceeding the sum of five hundred dollars as the Governor in Council from time to time determines. Whenever the chairman of the Board for the time being is not a French Canadian, one at least of the other members thereof shall be a French Canadian.

12. The Governor in Council may appoint a secretary to the Board at an annual salary not exceeding dollars, and a skilled accountant at an annual salary not exceeding dollars, and, the salaries for the same having been first voted by Parliament, such other officers and clerks as may be found necessary for the performance of the duties of the Board.

13. The general administration of the work of the Board shall be under the direction of the chairman, but the Board shall meet once a week, and oftener if necessary, to consider and decide upon any exception taken to or appeal from any decision or action of the chairman, and upon any matter which the chairman or any member of the Board may bring before it, and minutes of every such meeting shall be duly kept.

14. It shall be the duty of the Board,—

(a.) To test the qualifications and fitness for office of candidates for appointment or promotion to any office or position in the service. Eng. O. C., June 4, 1870.

(b.) From time to time, either by direction of the Governor in Council, or of its own motion, to inquire into and report upon the state and management of the business of the several departments of the Service, and the conduct of the persons employed therein, so far as relates to their official duties. R. S. C., c. 115, s. 1.

15. The examiners appointed under *The Civil Service Act* shall continue to hold office during the pleasure of the Governor in Council, and to receive such annual salaries not exceeding four hundred dollars each as the Governor in Council may from time to time determine. They shall be under the direction of the Board, and shall assist in the examination of candidates for appointment to or promotion in the Service.

But no vacancy occurring in any such office of examiner shall be filled. R. S. C., c. 17, s. 8 (1) and (3) *part, amended.*

16. The Board may from time to time employ competent persons to assist in the conduct of examinations that may be held under this Act, and such persons shall be paid such sums not exceeding *five* dollars per day for the time during which they are so employed as the Governor in Council from time to time determines. R. S. C., c. 17, ss. 8 (5), *part, and 9.*

APPOINTMENTS AND SALARIES.

17. Except as herein otherwise provided,—

(a.) All appointments to the Civil Service shall be made by Order in Council and shall be during pleasure, and no person shall be appointed or promoted to any place below that of a Deputy Head unless he has passed the requisite examinations and served the probationary term hereinafter mentioned;

(b.) No person shall be appointed to any place in the first division of the Inside Service, other than that of a Deputy Head, on probation or otherwise, whose age exceeds *twenty-five* years, or who has not attained the full age of eighteen years. R. S. C., c. 17, s. 10, *amended.*

18. The Deputy Heads of departments shall be appointed by the Governor in Council, and shall hold office during pleasure; but whenever such pleasure is exercised in the direction of removing a Deputy Head from his office, a statement of the reasons for so doing shall be communicated to him in writing within one month after the order for his removal is made, and shall be laid on the table of both Houses of Parliament within the first fifteen days of the next following session. R. S. C., c. 17, s. 11, *amended.*

19. There shall be a Deputy Head for each department; and no officer shall hereafter be raised to the rank of Deputy Head except in the case of a vacancy occurring, or when a new department is created by Act of Parliament; but nothing herein shall affect persons who have been heretofore promoted to the rank of Deputy Head. 51 Vic., c. 12, s. 3.

20. The salaries of the Deputy Heads shall be determined by the Governor in Council, according to the duties and responsibilities of their respective departments. The minimum salary of a Deputy Head shall be three thousand two hundred dollars, and the maximum salary shall be *five* thousand dollars. R. S. C., c. 17, s. 12, *amended.*

21. The chief clerkships, first-class clerkships and second-class clerkships now existing in the Inside Service, and mentioned in Schedule A to this Act, shall be continued until abolished by Parliament or in accordance herewith.

22. Except as herein otherwise provided, no such chief, first-class or second-class clerkship shall hereafter be created, except by Act of Parliament passed after a report in writing has been made by the Deputy Head and concurred in by the Civil Service Board and the Head of the department stating, for reasons to be given therein, that the creation of such clerkship is necessary for the proper transaction of the public business of the department. R. S. C., c. 17, ss. 15, 17 and 19 (*parts*), amended.

23. The Governor in Council may abolish any such chief, first-class or second-class clerkship, and by the Order in Council abolishing the same may, if he see fit, create any lower class clerkship in lieu thereof.

24. A third-class clerkship in the Inside Service may be created by Order in Council passed on the report of the Deputy Head, concurred in by the Civil Service Board and by the Head of the department, setting forth the reasons for creating the office, and after the salary has been voted by Parliament. Any third-class clerkship may be abolished by Order in Council. R. S. C., c. 17, s. 21 (*part*), amended.

25. The minimum and maximum salaries to be paid to chief, first-class, second-class and third-class clerks, respectively, shall be as follows:—

- (a.) To a chief clerk, one thousand eight hundred dollars and two thousand four hundred dollars;
- (b.) To a first-class clerk, one thousand four hundred dollars and one thousand six hundred dollars;
- (c.) To a second-class clerk, one thousand dollars and one thousand two hundred dollars; and
- (d.) To a third-class clerk, five hundred dollars and eight hundred dollars.

Provided, that in respect to any first-class, second-class or third-class clerk now belonging to the Inside Service, the provision of *The Civil Service Act* as to the minimum and maximum salaries to be paid to said clerks, respectively, shall during his continuance in the Service continue in force as to such clerk; that is to say:

- (a.) To a first-class clerk, one thousand four hundred dollars and one thousand eight hundred dollars;
- (b.) To a second-class clerk, one thousand one hundred dollars and one thousand four hundred dollars; and
- (c.) To a third-class clerk, four hundred dollars and one thousand dollars. R. S. C., c. 17, ss. 16, 18, 20, 22, amended.

26. The salary of an officer or clerk on appointment or promotion to any office or position in the Service shall begin at the minimum salary for such office or position except when the

appointment or promotion is made from the second division of the Inside Service, in which case the Governor in Council may, within the limits prescribed by this Act, fix such salary at any sum not exceeding that which such person is at the time receiving. 51 Vic., c. 12, s. 4, *amended*.

27. Any chief, first-class, second-class or third-class clerk who performs the duties of his office with zeal and efficiency for the period of one year after his appointment, promotion or last increase of salary, as the case may be, shall, if he has not reached the maximum of his class, be eligible for an increase of salary not to exceed in the case of a chief clerk one hundred dollars per annum, and in other cases fifty dollars per annum.

28. Any member of the Civil Service may be appointed private secretary to the Head of a department, and may, if the same has been voted by Parliament, be paid an additional salary not exceeding six hundred dollars a year whilst so acting. R. S. C., c 17, s. 48, *redrafted*.

29. The number of officers, clerks and employees employed in any class in the second division of any department or branch of the Inside Service shall not, without the special authority of Parliament, exceed that authorized in schedule A to this Act, and if at the time of the coming into force of this Act the number of persons so employed in any such class exceeds that so authorized, the Governor in Council shall designate the persons to fill the authorized positions, and the others shall be retired.

30. No person shall hereafter be appointed to any position mentioned in classes (b) and (c) of the second division of the Inside Service whose age at the date of the appointment exceeds twenty-five years, or who has not attained, in the case of class (b), the full age of seventeen years, and of class (c) the full age of fifteen years.

31. The salaries to be paid to the officers, clerks and employees of the second division of the Inside Service shall not exceed the following rates, that is to say:—

(a.) In class (a) the lowest salary paid to an officer of like class in the first division;

(b.) In class (b) seventy-five dollars per month; and

(c.) In class (c) fifty dollars per month.

The minimum rate of salary to be paid to any person appointed to any position in classes (b) and (c) shall, if such person is under eighteen years of age, be in respect of class (b) twenty-five dollars per month and of class (c) fifteen dollars, and if such person is over eighteen years of age and under twenty-one years of age, in respect of class (b) forty dollars and of class (c) twenty-five dollars.

Any person who at the time of his appointment to any position in class (b) is over twenty-one years of age may, within the limits hereby prescribed, be paid such salary as the Governor in Council, having reference to his qualifications and the duties which he is to perform, deems proper.

32. Any member of the second division of the Inside Service who performs the duties of his office with zeal and efficiency for the period of one year after his appointment or last increase of salary, as the case may be, shall, if he has not reached the maximum of his class, be eligible for an increase not exceeding the rate in respect of classes (a) and (b) of fifty dollars per annum, and in respect of class (c) of thirty dollars per annum.

33. The minimum salary of a messenger, packer or sorter who is now a member of the Inside Service shall be three hundred dollars per annum, with, if his duties are performed with zeal and efficiency, an annual increase of thirty dollars up to a maximum of five hundred dollars. R. S. C., c. 17, s. 23, *amended.*

34. The officers, clerks and employees mentioned in Schedule B to this Act shall be paid according to the scale thereby established, and the salaries of officers, clerks and employees in the Outside Service of departments other than the Customs, Inland Revenue and Post Office departments shall, subject to the provisions of any Act relating thereto, be fixed in each case by order in Council passed on the report of the Deputy Head, concurred in by the Head of the Department. R. S. C., c. 17, s. 25, *amended.*

35. No officer, clerk or employee shall receive any increase of salary except by Order in Council passed on the report of the Deputy Head, concurred in by the Head of the department, stating that such officer, clerk or employee has performed his duties with zeal and efficiency, and is deserving of such increase. R. S. C., c. 17, s. 26, *part amended.*

36. The increase of salary shall, if granted, be payable from the first day of the fiscal year next succeeding the date on which, from his length of service, any clerk or employee for whom such increase is recommended is eligible for such increase. Provided, that in the case of persons who become eligible for such increase three months or more prior to the first day of any such fiscal year the Governor in Council may, on the occasion of the first increase given after this Act comes into force, or after the appointment or promotion of such person, make such increase greater by one-fourth, one-half or three-fourths than it otherwise would be, according as to whether such person

was eligible for such increase three, six or nine months prior to the first day of such fiscal year, and if he sees fit may pay to such person in addition any arrears to which he would have been entitled had his increase taken effect from the first day of the official quarter next succeeding the date on which he became eligible for such increase. R. S. C., c. 17, s. 27, *amended*.

37. In case of promotion, the salary attaching to the office to which such promotion is made shall become payable from the first day of the month in which such promotion is made. R. S. C., c. 17, s. 27 (2), *redrafted*.

38. The salaries of members of the Inside Service shall be paid from moneys voted by Parliament for Civil Government and not otherwise.

39. No salary shall be paid to any member of the Civil Service whose appointment or promotion, or whose increase of salary after the first day of July, one thousand eight hundred and eighty-two, has not been or is not made in the manner provided by the Civil Service Act or this Act. R. S. C., c. 17, s. 28.

40. Whenever a vacancy first occurs after the passing of this Act in any office or position in the Service, the fact shall be reported to the Civil Service Board, and it shall forthwith inquire as to whether such office may, without injury to the public interest, be abolished, and if so whether it is necessary in respect of the work to be done to create in lieu thereof an office of a lower class, and with a lower salary attached thereto, and shall report its conclusions to the Governor in Council.

41. No such vacancy so first occurring after the passing of this Act in any office or position in the Service shall be filled without a report from the Deputy Head, concurred in by the Civil Service Board and the Head of the department that it is necessary in the public interest to continue such office or position.

TRAVELLING ALLOWANCES.

42. The Governor in Council may, from time to time, by general or special order, prescribe the travelling allowances to be paid to the chairman or any member of the Civil Service Board, or to any officer or person employed by it, or to any member of the Service while engaged in the performance of his duties at any place other than that at which he resides. R. S. C., c. 17, s. 8 (4), *extended*.

EXAMINATIONS—FIRST APPOINTMENTS—PROMOTIONS.

43. The Civil Service Board may, with the approval of the Governor in Council, from time to time make regulations, not

inconsistent with this Act, in respect to the examination of candidates for appointment or promotion to any office or position in the Service, and such regulations shall be published in the *Canada Gazette* in the English and French languages. 51 Vic., c. 12, s. 5 (*part*), *amended*.

44. The Board shall hold, or cause to be held, periodical examinations at the cities of Halifax, St. John, N.B., Charlottetown, Quebec, Montreal, Ottawa, Toronto, Hamilton, London, Winnipeg, Victoria, and such other places as are determined by the Governor in Council; it shall not be necessary to hold such examinations in all the said places, but the times and places at which the examinations shall be held shall be determined, from time to time, by the Governor in Council. R. S. C., c. 17, s. 9 (1), *part*.

45. All examinations under this Act shall be held in the English or French language, or in both, at the option of the candidate, and shall, as far as possible, be in writing, and the cost thereof shall be defrayed out of moneys voted by Parliament for that purpose. R. S. C., c. 17, s. 9 (*part*), and s. 32 (*part*).

46. Notice of every examination to be held under this Act shall be published in the English and French languages in the *Canada Gazette* at least one month before the date fixed for the examination. R. S. C., c. 17, ss. 33 and 41.

47. A preliminary examination shall be held annually during the month of November. It shall be of two kinds, primary and advanced, and shall be open to all persons who comply with the requirements of this Act as to proof of age, health and character, and conform to the regulations made as herein provided, and upon payment of such fees as are determined by the Governor in Council. R. S. C., c. 17, s. 32, and 51 Vic., c. 12, s. 5, *part*.

48. No person shall be admitted to the preliminary examination until he has satisfied the Board—

(a.) That at the time appointed for such examination he will, if a candidate for the primary examination, be of the full age of fifteen years, and in other cases of the full age of eighteen years, and if he seeks to become eligible for appointment to any office or place in the Inside Service that his age will not then be more than *twenty-five* years;

(b.) That he is in good health and free from any physical defect or disease which would be likely to interfere with the proper discharge of his duties;

(c.) That his character is such as to qualify him for employment in the Service. R. S. C., c. 17, s. 30, *redrafted*.

49. Immediately after each preliminary examination a list of the persons who pass the same shall be made out and published in the *Canada Gazette*. R. S. C., c. 17, s. 34.

50. Every person who passes the primary examination under this Act, or who has passed the preliminary examination under the Civil Service Act, shall be eligible for nomination for appointment to any of the following positions :—

Messengers in either the Inside or the Outside Service,
Porters,
Overseers,
Sorters,
Packers,
Letter Carriers,
Mail Transfer Agents,
Box Collectors,
Tide Waiters,
Assistant Inspectors of Weights and Measures,
Temporary copyists, and—

Such other positions in the lower grades as are determined by the Governor in Council.

But no person nominated for any such position shall be appointed on probation or otherwise until he has obtained from the Civil Service Board a certificate that in its opinion he has the requisite qualification, character and health for the performance of the duties of such position. Such certificate shall not be granted in any case in which the position is to be filled by a limited or open competitive qualifying examination unless the applicant has passed such an examination. R. S. C., c. 17, s. 29 (*part*), *amended*.

51. Every person who passes the advanced examination under this Act, or who has passed the qualifying examination under the Civil Service Act, shall be eligible for nomination for appointment to any of the following positions :—

Third-class clerkships in the first division and any position in class (b) in the second division of the Inside Service ;

Third-class clerkships and the offices of landing waiters and lockers in the Outside Customs service ;

Third-class clerkships and the office of exciseman in the Outside Inland Revenue service ;

Third-class clerkships, railway mail clerkships, and the offices in the Outside Post Office service :

Such other offices or positions as are determined by the Governor in Council.

But no one nominated for any such office or position shall be appointed on probation or otherwise until he has passed a qualifying examination and obtained from the Civil Service Board a certificate that in its opinion he has the requisite

qualifications, character and health for the performance of the duties of such office or position. R. S. C., c. 17, s. 29, *part*.

52. A nomination for appointment to any office shall be made by the Head of the department in which the vacancy to be filled exists, and no person shall be so nominated who is not at the time eligible therefor within the meaning of this Act.

53. The Governor in Council may, in respect of any office or position, or any class of offices or positions in the Service, except such as may be filled by promotion, and the Head of a department may in respect of any such office or position, or classes of offices or positions in his department, provide that any vacancy occurring therein shall be filled by a competitive qualifying examination open to all persons eligible for nomination thereto.

54. Qualifying and promotion examinations shall be held from time to time as vacancies occur, and shall be in such subjects and of such a character as the Civil Service Board, on the report of the Deputy Head, concurred in by the Head of the department in which the vacancy exists, deems best adapted to test the fitness of any candidate or candidates for the performance of the duties of the office to be filled. Instead of R. S. C., c. 17, s. 39 (2), as enacted in 51 Vic., c. 12, s. 8.

55. In the case of persons who entered the Service before the first day of July, one thousand eight hundred and eighty-two, any promotion examination shall be limited to the duties of the office to which such person seeks to be promoted. 51 Vic., c. 12, s. 15.

56. A qualifying examination shall be open to—

(a.) The person or persons nominated by the Head of the department in which the vacancy exists; or

(b.) In the case of an open competitive examination to all persons eligible for nomination to the office to be filled.

If in case (a) more persons than one are nominated the relative fitness of such persons for the office to be filled shall be tested by a competitive qualifying examination limited to the persons so nominated.

57. If the person nominated for any office fails to pass the qualifying examination, or if in any case of a limited or open competition, all the nominees or candidates fail to pass the same, another qualifying examination shall be held for such office, and so on as often as the same thing happens.

58. Every appointment shall be made subject to a probation of six months, and the Head of the department or the Deputy Head may, at any time during the period of probation, reject any clerk or employee appointed to his department whom he finds unfit for the office. R. S. C., c. 17, s. 35, *redrafted*.

59. No probationary officer or clerk shall remain in any department more than six months, unless, at or before the end of that time, the Deputy Head reports to the Head of the department in writing that such officer or clerk is considered by him to be well fitted for the duties of the office or position.

If he is rejected the Head of the department shall report to the Governor in Council the reasons for rejecting him, and another officer or clerk shall thereupon be selected in his stead.

If he has been appointed after a limited or open competitive qualifying examination the office or position shall be offered in turn to the persons having the next highest standing at such examination. R. S. C., c. 17, s. 36, *amended*.

60. Every promotion shall be made by Order in Council; and no promotion shall be made except to fill a vacancy then existing in the Service, nor (except as herein otherwise provided) without an examination.

61. No one who is over *fifty-five* years of age shall be eligible for any promotion examination, and when the vacancy to be filled by promotion exists in the Inside Service the examination shall not be open to persons employed in the Outside Service who, at the date of their first appointment, were of a greater age than *twenty-five* years. R. S. C., c. 17, s. 39 (1) and (3), *amended*.

62. Subject to the provision of the section next preceding, a promotion examination shall be open to all persons in the department who at the time are serving in the class or grade next below that in which the vacancy exists; if no person in the department in such class or grade passes such examination, but not otherwise, another examination shall be held, open to all persons in the Service in such class or grade, and if no one in such class or grade passes such examination, another examination shall in like manner be held open to the whole Service.

63. A promotion examination for a second-class clerkship in the first division of the Inside Service shall be open to persons serving in class (b) of the second division thereof, in like manner as if such persons were third-class clerks.

64. A promotion examination shall not be considered to be competitive, but the Governor in Council may, on the report of the Deputy Head concurred in by the Head of the depart-

ment, from those who have passed such examination select for promotion the person whom he considers best fitted for the office, having due reference to any special duties incident to such office, to the qualification and fitness shown by the candidates, respectively, during their examination, and to the record of their previous conduct in the service. R. S. C., c. 17, s. 42 *amended*.

65. Every promotion to any office or position shall be subject to a probation of not less than six months; and at any time during such period of probation the Head of the department or Deputy Head may reject the person promoted, if he finds him unfit for the office, and he shall not continue to hold such office or position for more than six months, unless, at or before the end of that time, the Deputy Head reports to the Head of the department, in writing, that such person is considered by him to be well fitted for the duties of the office. R. S. C., c. 17, s. 43 (1), *amended*.

66. If no such report is made in respect of the person so selected, he shall then return to the performance of the duties in which he was previously engaged, or, if the office or position that he formerly held has been filled, shall become a supernumerary officer or clerk. R. S. C., c. 17, s. 43 (2), *amended*.

67. When any clerk who is promoted on probation is rejected the Head of the department shall recommend another in his stead from among those who have passed the promotion examination for the office or position to be filled, and if there is no such person another examination shall be held as herein provided. R. S. C., c. 17, s. 44, *amended*.

68. During the period for which an officer or clerk is promoted on probation the duties of the office previously held by him shall, if necessary, be performed by a person selected for that purpose from the persons serving in the department, by the Head of the department, on the report of the Deputy Head. R. S. C., c. 17, s. 45, *amended*.

CASES IN WHICH EXAMINATION SHALL NOT BE NECESSARY.

69. When the Deputy Head of a department in which a vacancy occurs reports, for reasons set forth in such report,—

(a.) That the qualifications requisite for such office or employment are professional or technical;

(b.) That the requisite qualifications are not possessed by any person then in the service of that department; and

(c.) That it would be for the public interest that the examinations herein provided for should, as regards such vacancy, be wholly or partially dispensed with.

The Governor in Council may, without reference to the age of the person, if the Civil Service Board and the Head of the department concurs in such report, select and appoint such person as is deemed best fitted to fill the vacancy, subject, in any case in which a certificate of such qualifications granted by some competent and recognized authority is not produced, to such examination as is suggested in the report; and such appointment shall be made from the Civil Service, if any person employed therein is found available. R. S. C., c. 17, s. 37 (1), *amended*.

70. No preliminary examination shall be necessary in the case of graduates of the Royal Military College, or of any University in Canada, and any such graduate shall be eligible for nomination for appointment to any office or position for which he would be eligible if he had passed such examination. 51 Vic., c. 12, s. 5, *part redrafted*.

71. The preliminary and qualifying examinations may be dispensed with in the case of any person actually and continuously employed on and since the first day of July, one thousand eight hundred and eighty-two, if the Deputy Head of the department, with the concurrence of the Civil Service Board and the Head of the department, reports that the said employee has the requisite qualifications for the place to be filled by him; and such person may, if at the date of such temporary employment his age did not exceed thirty-five years, receive a permanent appointment in the Civil Service for which he is otherwise eligible at a salary equal to his average pay during the two years previous to such permanent appointment, but in no case to exceed the amount of one thousand dollars per annum. R. S. C., c. 17, s. 37 (3); and 57 Vic., c. 12, s. 11, *combined*.

72. In the case of a barrister, attorney, military or civil engineer, officer of the artillery in the Militia Department, architect, draughtsman or land surveyor, when employed or when seeking promotion in the line of his profession, who produces a certificate of his qualifications granted by some competent and recognized authority, and in the case of special class excisemen seeking promotion in the Department of Inland Revenue, the preliminary qualifying or promotion examination may be dispensed with on a report from the Deputy Head, concurred in by the Head of the department, that such examination is not necessary. 51 Vic., c. 12, s. 8; *amended*.

73. No such examination shall be required for the re-employment or promotion of excisemen who passed the departmental examinations for the special class in the excise service

before the first day of July, one thousand eight hundred and eighty-two. R. S. C., c. 17, s. 39 (5).

74. City Postmasters and Post Office Inspectors ; Inspectors, Collectors and Preventive Officers in the Customs Department ; Inspectors of Weights and Measures ; and Deputy Collectors and Preventive Officers in the Inland Revenue Department, may be appointed without examination and without reference to the rules for promotion herein prescribed. 52 Vic., c. 12, s. 2.

75. Every person who has heretofore passed a promotion examination under *The Civil Service Act*, and who has not received the promotion for which by such examination he became eligible shall not be required, unless he desires so to do, to pass the promotion examination for the first vacancy that may occur in the class or grade in the department, branch or office of the service next above that in which he was serving at the time of such examination, and in the case of such first (but not in the case of any subsequent) vacancy such person shall without passing the promotion examination therefor be in the like position, and entitled to the like consideration as the persons who may pass the promotion examination for such vacancy.

76. Any officer, clerk or employee who has resigned shall, under the authority of an Order in Council, passed on a report of the Deputy Head, concurred in by the Head of the Department be eligible, without examination to re-enter the Service, at the same salary and in the class in which he was serving at the time of such resignation, provided that a vacancy exists and funds are available for the payment of his salary. R. S. C., c. 17, s. 53, *amended*.

TRANSFERS.

77. An exchange of positions between two officers serving in the like class or grade in different departments, or in different branches of the same department, and the filling of a vacancy in one department by a transfer from another branch of the same department or from another department of a person serving in the same class or grade as that in which the vacancy exists, may on the report of the Deputy Head concurred in by the Head of the department be authorized by the Governor in Council, to be made without examination of either officer ; but such exchange or transfer shall be made without increase of salary of either of the persons exchanged or transferred ; and no person shall be transferred from the Outside Service to the Inside Service, whose age at the date of his first appointment exceeded *twenty-five* years. R. S. C., c. 17, s. 46, *amended*.

OFFENCES IN RESPECT OF EXAMINATIONS.

78. Every person who, at any examination held under this Act, personates any candidate or employs, induces or allows any person to personate him, is guilty of an offence against this Act, and is liable, on summary conviction, to imprisonment for a term not exceeding six months, or to a fine not exceeding two hundred dollars, and, if he is employed in the Civil Service, to be dismissed therefrom. 51 Vic., c. 12, s. 2, *part.*

79. Every person who surreptitiously procures from any printer or other person, and every person who, without authority, furnishes to any other person any examination question paper or any other paper relating to any such examination as aforesaid, is guilty of an offence against this Act, and liable, on summary conviction, to imprisonment, with or without hard labour, for a term not exceeding six months, or to a fine not exceeding two hundred dollars, and if he is employed in the Civil Service, to be dismissed therefrom; and no such person shall be allowed to present himself at any subsequent examination. 51 Vic., c. 12, s. 2, *part.*

DUTIES AND DISCIPLINE.

80. The Deputy Head of each department shall, subject to the directions of the Head of the department, oversee and direct the officers, clerks and employees in the department, and shall have general control of the business thereof, and shall perform such other duties incident to his office as are assigned to him by the Governor in Council. R. S. C., c. 17, s. 13.

81. In the absence of any Deputy Head, a chief clerk named by the Head of the department shall perform the duties of such Deputy Head, unless the performance of such duties is otherwise provided for by the Governor in Council. R. S. C., c. 17, s. 14, *part.*

82. Every Deputy Head, officer, clerk or employee in the Service may be called upon to perform any duty connected with or incident to the business of the department, or branch thereof, in which he is employed, and to continue his labours beyond the usual or ordinary working hours without any claim to any extra salary or additional remuneration of any kind whatsoever which shall not in any case be paid to any Deputy Head, officer, clerk or employee in the Service, unless a sum has been placed for that purpose in the estimates submitted to and voted by Parliament. 51 Vic., c. 12, s. 12, *amended.*

83. No officer or employee in the service shall ask, or receive, directly or indirectly, any sum of money, commission, compen-

sation, recompense or matter or thing whatsoever, in return for what he does in the discharge of any of the duties of his office, except his salary or what is allowed him by law or by an Order of the Governor in Council. R. S. C., c. 17, Schedule C.

84. No officer or employee in the service shall in breach of his duty disclose or make known any matter or thing that comes to his knowledge by reason of his employment. R. S. C., c. 17, Schedule D.

85. The Head of a department may for misconduct or neglect of duty suspend any officer or employee in his department (other than the Deputy Head) from the performance of his duty or the receipt of his salary, and may remove such suspension.

In the absence of the Head of the Department, such power of suspension or removal may be exercised by the Deputy Head or other person in charge of the department or branch of the Service in which such officer or employee is serving, and such suspension or removal thereof shall be forthwith reported to the Head of the Department.

No person shall, without the express authority of the Governor in Council, receive any salary or pay for the time during which he is under suspension. R. S. C., 17, s. 50, and s. 26 (2) *part, redrafted and amended.*

86. The Governor in Council in any case of misconduct or neglect of duty on the part of any officer or employee in the service, that is not deemed sufficiently grave to require a dismissal, may for reasons to be stated in the order reduce the salary or the class or grade, or both, of such officer or employee, and may on amendment of conduct and on the recommendation of the Deputy Head, concurred in by the Head of the Department, restore such salary (but without arrears) or such class or grade. R. S. C., c. 17, s. 26, *enlarged.*

87. No provision herein contained shall impair the power of the Governor in Council to remove or dismiss any Deputy Head, officer, clerk or employee, but no such Deputy Head, officer, clerk or employee whose appointment is of a permanent nature shall be removed from office except by authority of the Governor in Council. R. S. C., c. 17, s. 55.

THE OFFICE OF THE AUDITOR GENERAL.

88. The expression "Deputy Head" or other equivalent expression in this Act includes the Auditor General in all cases in which such meaning is not inconsistent with his powers and duties under *The Consolidated Revenue and Audit Act*, or any Act in amendment thereof. R. S. C., c. 17, s. 2 (6), *part.*

89. There shall be in the office of the Auditor General a chief clerk, who shall at all times act for the Auditor General in his absence. R. S. C., c. 17, s. 14, *part*.

90. The Auditor General may suspend or dismiss any officer clerk or person employed in his office, and he shall in reference to increases of salary and promotions therein have all the powers hereby vested in the Head and Deputy Head of a department, and subject to the provisions of this Act may increase the salary of or promote any officer, clerk or person employed in such office. 54-55 Vic., c. 16, s. 1, *part*.

91. In any case in which it is necessary for the Auditor General to report to the Governor in Council, such report shall be made through the Minister of Finance and Receiver General. R. S. C., c. 17, s. 38, and 54-55 Vic., c. 16, s. 1, *part*.

ATTENDANCE BOOKS.

92. There shall be kept in each department, and in the office of the Auditor General, at the seat of Government, and in each office of the Outside Service, a book or books to be called the attendance book, which shall be in such form as is determined by the Governor in Council on the recommendation of the Civil Service Board, in which each officer, clerk and employee of such office or department (other than the Deputy Head and private secretary) shall sign his name, at such times as are determined by the Governor in Council. Every officer, clerk or employee who violates this section shall forfeit a day's pay, which shall be deducted from his salary, and for repeated violations he shall be liable to suspension or dismissal. R. S. C., c. 17, s. 56, *amended*.

LEAVE OF ABSENCE.

93. A leave of absence for purposes of recreation shall be granted to each officer, clerk or employee for such period in each year as the Governor in Council from time to time prescribes, and every such officer, clerk or employee shall take the leave so granted at such time during each year as the Deputy Head of the department determines. R. S. C., c. 17, s. 49 (1).

94. In case of illness or for any other reason which to him seems sufficient, the Governor in Council may grant to any officer, clerk or other employee leave of absence for a period not exceeding twelve months, and upon such terms as to the payment of salary as to the Governor in Council seems just, provided that such officer, clerk or employee shall not be paid more than half pay for any greater period than six months. R. S. C., c. 17, s. 49 (2), *amended*.

95. When the absence of any officer, clerk or employee is not occasioned by his employment on other duties by the Government, by leave of absence, or on account of illness certified by an authorized medical practitioner, his salary for each day of such absence shall be deducted from his monthly salary; and the Head of the department, or Deputy Head, may, if he see fit, require such certificate, in any case, to be obtained from a medical practitioner appointed for that purpose by the Governor in Council, and in such case the charge therefor shall be paid out of the vote for the contingencies of the department. R. S. C., c. 17, s. 51 (3), *amended*.

TEMPORARY CLERKS.

96. When, from a temporary pressure of work or from any other cause, the assistance of temporary clerks becomes necessary, the Head of the department may—if he is satisfied that such necessity exists—on the requisition of the Deputy Head of the department, select from the persons who are eligible for nomination to any office mentioned in section fifty-one such number of temporary clerks as are required. R. S. C., c. 17, s. 47 (1), *amended*.

97. The rate of remuneration to be paid for temporary services shall not exceed the minimum salary of a third class clerk, unless the service to be performed is technical and requires special qualifications; and such temporary employment shall not be considered as giving any claim to permanent appointment. 51 Vic., c. 12, s. 11, *part*.

98. The temporary clerks so employed shall be paid by the day and only out of money voted by Parliament for such service or for payment of the contingencies of the department, branch or office of the Service in which such clerks are employed. R. S. C., c. 17, s. 47 (3), *amended*.

99. No one shall be employed as a temporary clerk for more than one month without the authority of an Order in Council, nor for more than six months in any one year.

INQUIRIES AND REPORTS BY CIVIL SERVICE BOARD.

100. Any inquiry into and report upon the state and management of the business, or any part of the business of any department, branch or office of the Service, or the conduct of any person employed therein, so far as the same relates to his official duties, may be made by the chairman of the Civil Service Board, or under its direction, by any one or more members, or officers of the Board, or by a commissioner or commissioners appointed for that purpose by the Governor in Council. R. S. C., c. 115, s. 1, *adapted*.

101. Such chairman, member or officer of the Board, or commissioner may, for the purposes of the investigation, enter into and remain within any public office or institution,—and shall have access to every part thereof,—and may examine all papers, documents, vouchers, records and books of every kind belonging thereto,—and may summon before him any person and require him to give evidence on oath, orally or in writing, or on solemn affirmation, if he is entitled to affirm in civil matters; and may administer any such oath or affirmation. R. S. C., c. 115, s. 2.

102. Any such chairman, member or officer of the Board, or commissioner may, under his hand, issue a subpœna or other request or summons, requiring and commanding any person therein named to appear at the time and place mentioned therein, and then and there to testify to all matters within his knowledge, relative to the subject matter of such investigation, and to bring with him and produce any document, book, or paper, which he has in his possession, or under his control, relative to any such matter as aforesaid; and any such person may be summoned from any part of Canada by virtue of such subpœna, request or summons:

Reasonable travelling expenses shall be paid to any person so summoned at the time of service of the subpœna, request or summons. R. S. C., c. 115, s. 3.

103. If, by reason of the distance at which any person, whose evidence is desired, resides from the place where his attendance is required, or for any other cause, the chairman, member or officer of the Board, or commissioner deems it advisable so to do he may issue a commission or other authority to any officer or person therein named, empowering such officer or person to take such evidence and report the same to him; and such officer or person, being first sworn before some justice of the peace faithfully to execute the duty intrusted to him by such commission, shall, with regard to such evidence, have the same powers as the chairman, member or officer of the Board, or commissioner would have had if such evidence had been taken before him, and may, in like manner, under his hand issue a subpœna or other request or summons for the purpose of compelling the attendance of any person, or the production of any document, book or paper. R. S. C., c. 115, s. 4.

104. Such chairman, member or officer of the Board, or commissioner, and such officer or person shall have the same power to enforce the attendance of witnesses and to compel them to give evidence as is vested in any Court of Record in Civil cases. See 52 Vict., c. 33, s. 1.

105. No witness examined before such chairman, or member or officer of the Board or commissioner, officer or person shall

be excused from answering any question put to him on the ground that the answer thereto may criminate or tend to criminate him, but no evidence so taken shall be admissible against any such witness in any criminal proceeding, except in the case of a witness charged with having given false evidence at any such inquiry, or with having procured or attempted, or conspired to procure the giving of such evidence. See 52 Vict., c. 33, s. 1.

106. The chairman of the Board, or under its direction, any one or more members or officers of the Board may institute an inquiry into any irregularity or fraudulent practice that is supposed to have obtained at any examination held under this Act, and all the provisions of the five sections next preceding shall apply to any such inquiry. 51 Vict., c. 12, s. 2, (*part re-drafted.*)

If any person is proved by such inquiry to have been concerned in any such fraudulent practice, or to have been guilty of any breach of the regulations made under this Act, his name shall not be placed upon the list of persons who pass the examination, or if it has been placed thereon shall be removed therefrom. 51 Vict., c. 12, s. 2, (*part re-drafted.*)

107. The Board shall from time to time report to the Governor in Council, and among other things, shall call attention to any case in which it is found that—

(a.) The staff of any department or branch of the service is greater or less than is necessary for the proper conduct of the business of such department or branch ;

(b.) Elementary or clerical work is being done by an officer or clerk of high class or salary ;

(c.) An officer, clerk or employee, who for any reason is not fitted for retention in the service, is employed therein ;

(d.) Proper books of account are not kept, or that such books are not kept in a proper manner ; or

(e.) There is any irregularity or abuse, or unnecessary and repeated delays in the transaction of public business.

108. The Board shall from time to time report to the Governor in Council any general or special rules, the making of which would in its opinion be in the public interest, respecting any of the matters following, that is to say :

(a.) The hours of office work.

(b.) Leave of absence.

(c.) Fines for non-attendance, or irregular attendance, or other infractions of established rules.

(d.) The adoption as far as practicable of a uniform system of book-keeping.

(e.) The organization of the departments.

OATHS OF OFFICE.

109. The Deputy Heads of departments and all officers, clerks and employees of the Civil Service shall take and subscribe the oath of allegiance and also the oath of office contained in schedule C to this Act, or such other oath as is provided by any Act, in that behalf :

The Clerk of the Queen's Privy Council for Canada shall take and subscribe the said oaths before the Governor General or some one appointed by him to administer the same :

In the case of persons residing or coming to reside at the city of Ottawa, the oaths shall be taken and subscribed before the Clerk of the Privy Council :

In other cases the oaths may be taken and subscribed before a justice of the peace or other proper authority, who shall forward the same to the Clerk of the Privy Council :

The Clerk of the Privy Council shall keep a register of all such oaths. R. S. C., c 17, s. 57 *part*.

GENERAL PROVISIONS.

110. The Governor in Council may, from time to time, make general rules and regulations, not inconsistent with the provisions of this Act, respecting the appointment and promotion of the officers in the Civil Service and all other matters incident or pertaining to the Civil Service. R. S. C., c. 17, s. 5.

111. A notice of every appointment, transfer, exchange or promotion in the Civil Service shall be published in the *Canada Gazette*.

112. The Governor in Council shall cause to be laid before Parliament, within fifteen days after the commencement of each session,

(a.) A report of the proceedings of the Civil Service Board under this Act during the preceding year, which report shall include a copy of the examination papers, a statement of all examinations held and of the number of candidates at each, and the names of the successful candidates :

(b.) Any rules and regulations made during the year under the provisions hereof, and

(c.) A return of the names and salaries of all persons appointed to or promoted in the Civil Service during the said year, specifying the office to which each has been appointed or promoted. R. S. C., c 17, s. 58, (*re-drafted*.)

113. The Governor in Council shall cause to be printed each year a list, to be called the Civil Service List of Canada, of all persons employed in the several departments of the Civil

Service, together with those employed in the two Houses of Parliament upon the first day of July next preceding, showing the dates of their several appointments and promotions, their age, rank in the service, and salary; and shall cause the same to be laid before Parliament within the first fifteen days of each session. R. S. C., c. 17, s. 59, (*re-drafted.*)

114. Nothing contained in this Act shall prejudicially affect the salary or emoluments of any Deputy Head, officer, clerk or employee in the Civil Service of Canada, appointed on or before the first day of July, one thousand eight hundred and eighty-two, so long as he is continued in office, nor shall anything herein contained affect any salary or emolument granted and fixed by any Act in force on the day in this section before mentioned. R. S. C., c. 17, s. 54.

115. *The Civil Service Superannuation Act* shall not apply to any person hereafter appointed to the second division of the Inside Service, nor to any person now employed therein, except such messengers, packers and sorters as are at the passing of this Act subject to its provisions.

116. The following Acts and parts of Acts are hereby repealed :

(a.) The Revised Statutes of Canada, Chapter 17 (*The Civil Service Act*):

(b.) The Revised Statutes of Canada, Chapter 115 (*An Act respecting the making of certain investigations under oath*);

(c.) 51 Victoria, Chapter 12 (*An Act to amend "The Civil Service Act," Chapter seventeen of the Revised Statutes of Canada*):

(d.) 52 Victoria, Chapter 12 (*An Act further to amend "The Civil Service Act," Chapter seventeen of the Revised Statutes*); and

(e.) Sub-sections two and three of section twenty-four of "*The Consolidated Revenue and Audit Act*," as enacted in the Act 54-55 Victoria, Chapter 16.

SCHEDULE A.

In this Schedule it is proposed to give the number of officers and clerks in each class of each Department at Ottawa as it at present exists.

In the second division in classes (a) and (b) will be included the number of such of the officers and clerks who have been heretofore employed under the classification of extra or temporary clerks, as it is thought necessary to continue at least for the present.

SCHEDULE B.

The same as at present under “ *The Civil Service Act* ” and amendments thereto.

SCHEDULE C.

OATH OF OFFICE.

I do solemnly and sincerely promise and swear that I will duly and faithfully and to the best of my skill and knowledge execute the powers and trusts reposed in me as (*as the case may be*). So help me God.

REPORT ON REVENUES AND EXPENDITURES.

To His Excellency the Governor General in Council.

MAY IT PLEASE YOUR EXCELLENCY :—

The Commissioners appointed to enquire into the administration of the Civil Service have the honour to submit a report on that part of the reference submitted to them dealing with the public revenues and expenditures.

Taking into consideration, firstly, the expenditures, it seems scarcely necessary to state that the supervision over the expenditures of public moneys is vested in Parliament and exercised in three ways: (*a.*) by discussion in Committee of Supply on the several estimates and money bills submitted by the Government, and subsequently in the House on the report of the committee; (*b.*) by the report of an officer appointed by Parliament (the Auditor General) on moneys expended; (*c.*) by the action of a Parliamentary committee (the Public Accounts Committee) to whom the expenditures and reports thereon are subsequently referred.

ESTIMATES.

Following up this system of Parliamentary control, and reviewing the processes stage by stage, it will be found with regard to the estimates, that the manner in which they are submitted is based upon the English model, *i. e.*, that the sum voted in the previous year is placed in juxtaposition with the sum to be voted for the coming year, and that columns are added showing the increase or decrease, as the case may be, for every service, and affording an opportunity for comparison and criticism.

AUDITOR GENERAL AND HIS DUTIES.

With reference to the office of the Auditor General and his duties, it is evident that there is some misunderstanding in the public mind; it has been frequently observed, and in fact it was apparent in the opinions of some of the witnesses, that it was a current belief that the Auditor General could *prevent* expenditure, that he could amend contracts, and that, in fact, his duties were not merely critical and inquisitorial, but largely administrative. A reference to the Audit Act will show that the Auditor General is an officer of verification; he is to see that moneys voted by Parliament and released to the Government, are expended in accordance with the direction of Parliament, but it is no part of his duty, *e. g.*, to criticise the conduct of the Administration in entering into contracts, and even if it could be supposed that expenditures might be improvident and wasteful, if such expenditure be directed by Parliament and made under contract, all that the Auditor General can, and may do, and does do, is to set forth fully and in detail, the items of expenditure in his report to Parliament. He, on the application of an expending department, requests from the Minister of Finance the issue of a credit in favour of such department (sec. 30) and by sec. 44, it is provided that "Every appropriation account shall be examined by the Auditor General on behalf of the House of Commons; and in the examination of such accounts the Auditor General shall ascertain, first, whether the payments made by the accounting department in charge of the grant are supported by the vouchers required by the Act to be furnished as proofs of payment; and, second, whether the money has been applied for the purposes for which such grant was intended to provide." By the 33rd section of the same Act it is directed that no payment shall be authorized by the Auditor General unless upon proof that the price charged is according to contract, or if not covered by contract that it is fair and just. Other sections of the Act refer to the duties which may be imposed upon the Auditor General, as for instance, by the 50th section he is to examine and audit, if required so to do by the Minister of Finance and Receiver

General and in accordance with regulations prescribed for his guidance by the Treasury Board, the accounts of all receipts of revenues, the accounts relating to the issue or redemption of loans, etc., etc., and by 54th section it is stated that whenever the Auditor General is required by the Minister of Finance and Receiver General to examine and audit the accounts of the receipt, expenditure, sale, transfer or delivery of any securities, stamps, etc., he shall transmit a statement thereof or report thereon, to the Minister of Finance and Receiver General. In conducting his examination of accounts the Auditor General has the power, in any case appearing to require investigation, to examine witnesses on oath, call for such proofs, and adopt such other procedure as may be deemed necessary. It is besides enacted that in the event of the Auditor General disagreeing with any department the Treasury Board shall be the judge of the sufficiency of the objection taken by him. And here it may not be out of place to turn aside for a moment, and state that your Commissioners enquired into the irregular payments on which considerable discussion took place before the Public Accounts Committee during the last session of Parliament, and that it was found in each case that the work for which payment was made, had been performed, and the accounts thereof certified to by the officer in charge, that the bill was made out in proper form; that the Act was literally and strictly complied with; and that there was no reason, on the face of the voucher, for the Auditor General to imagine that the person in whose favour the account was made had not received the money thereby authorized to be paid.

PUBLIC ACCOUNTS COMMITTEE.

The third method whereby Parliament exercises control over expenditure is by criticism in the Public Accounts Committee, after the expenditure is made and after the blue-books containing accounts of the expenditures are referred to that body. And here it will be well to allude to the constitution of this committee in England. The Public Accounts Committee of the English Parliament consists of twelve members, who as a rule retain their position from Parliament to Parliament. Frequently, as is the case at the present time, the chairmanship is held by a member of the Opposition. The members who compose the committee are amongst the oldest, most trusted, and of the highest standing of the members of the House. Their functions are to take the report of the Auditor General and the estimates, and go through the expenditure, service by service, in order to ascertain that each item of expenditure has been properly made. They also make suggestions relating to the public accounts and estimates, as for instance, how the accounts should be made up, and how the estimates should be framed; and, generally speaking, they are a body whose records are a mine of wealth to the student of constitutional fiscal history. In Canada the committee selected during the present session of Parliament consists of 55 members.

PUBLIC DEPOSITS.

Having thus entered into the details of the character of Parliamentary control of expenditure, and turning now to the method of dealing with the revenues derived from the various sources to meet the expenditure, it will be found by the 25th section of the Consolidated Revenue and Audit Act that "All public moneys from whatever source of revenue derived, shall be paid over to the credit of the Minister of Finance and Receiver General through such officers, banks or persons, and in such manner as the said Minister, from time to time, directs and appoints." In dealing with this part of the subject, it will be necessary to take note of the manner in which the public revenues are deposited in other countries. In England the Imperial Government keeps accounts with but two banks, the Bank of England and the Bank of Ireland. In every other European country the Government keeps its account with one bank. In India the Government keeps its account with three banks, one in each presidency, viz., the Bank of Bengal, Bank of Madras and the Bank of Bombay. In the Australian colonies the Government accounts are kept by a group of associated banks limited in number. In the United States the Government is its own Treasurer and, except where absolutely necessary, does not keep

a balance with any bank. In Canada, on the other hand, the Government keeps accounts with 33 banks and in the opinion of the Commission no system could be worse devised for carrying on the public business. It may be truly said that no bank is ever satisfied with the balance of Government funds in its hands, each bank is constantly pressing for further amounts, and offers resistance to payments made out of the ordinary run of its business. If it be possible to select a group of banks to conduct the Government banking, your Commissioners think a great deal of money now lying at the credit of the Government in the several banks could be fructified and used for the public advantage.

FISCAL YEAR.

Having thus traced the connection between Parliament and its control over expenditure, and shown how moneys are deposited, the next step your Commissioners propose to take is to point out that in their opinion the date of termination of the fiscal year is extremely inconvenient, and should be changed as quickly as possible.

The fiscal year lasts from the 1st July to 30th June, and it will be noticed that it begins some months after Parliament is usually called together, and consequently all matters relating to the construction and maintenance of public works, and in fact everything relating to outdoor labour, and all estimates therefor, must necessarily be subject to conjecture, when authority is being asked for parliamentary grants. In consequence, too, of the session of Parliament as a rule closing before the fiscal year commences, and the uncertainty as to the probable expenditure on public works and other services, on account of the fiscal year covering portions of two working seasons, it frequently happens, especially when the working season closes early, that the full amount voted for such services is not spent, and to enable the lapsed balances to be used the following season resort has to be had to Parliament at its next session for a revote of the sums so lapsed. As a further consequence of the fiscal year beginning on the 1st July, when Parliament is usually in recess, it follows that in the concluding months of the year expenditures have to be incurred in cases of emergencies, and to obviate this the law has provided a safety valve, by allowing the Executive to obtain warrants of His Excellency the Governor General to carry on service or perform work not otherwise provided for. Your Commissioners are aware that there has been considerable discussion in Parliament on the subject of the sums expended in previous years on the authority of these warrants; but without going into the question discussed, your Commissioners find that it is absolutely necessary for some means to be devised whereby unavoidable expenditures should be provided for. In England there are two funds available for such emergencies, viz., the Treasury Chest Fund, limited to £1,300,000, and the Civil Contingencies Fund, of £120,000, out of which advances are made from time to time by Treasury authority, either for new or unforeseen services, or to meet deficiencies on ordinary votes. The sums advanced as supplementary to the ordinary votes are repaid to the fund out of votes taken in the succeeding year, and a special vote is taken for such sum as may be required to repay to the fund the amount expended on those unforeseen services for which no vote could have been taken.

To this subject reference is made in the evidence given by the Auditor General. The practice in Canada it may be here stated is to take an annual vote for unforeseen expenses, the amount of which as a rule is \$25,000. From the nomenclature of the vote it will be noticed that it is intended to provide for expenditure entirely unforeseen. But there are many estimates placed before Parliament for services which are foreseen, but on which the extent of the expenditure cannot be gauged beforehand. Your Commissioners are of opinion that to avoid the difficulties of Governor General's warrants being used to any large extent, the vote for unforeseen expenses should be extended, and should be worded to cover both unforeseen and unavoidable expenses, and following the Auditor General's views of the limit to be observed, \$100,000 should be granted for this service, being a percentage about equal to that granted to the Imperial Government.

From what has been said above on the difficulty arising out of the present limits of the fiscal year, it will be seen that delay and embarrassment arise from the present arrangement, and in the opinion of your Commissioners it would be advisable, from a

business point of view, to effect an alteration so as to bring the termination of the fiscal year to the 31st of March. This arrangement would, it is believed, give Parliament a better control over the expenditure for the year, and in the nature of things necessitate more prompt attention to public business; it would enable the several reports to be placed in the hands of the members of Parliament at the commencement of the session, if not earlier, and in general would, it is believed, produce a beneficial effect. In support of which it may be stated that the accounts of the Imperial Government for the year ending the 31st March last, were all closed in sufficient time to enable the Chancellor of the Exchequer to review the same in his Budget Speech delivered on the 11th April.

Your Commissioners deem it advisable to refer briefly to the experience of the mother land in regard to this subject. It appears from the earliest records that yearly accounts of the public receipts and expenditure were made up to Michaelmas, and these yearly accounts were continued to be made for the year ending at Michaelmas until 1793. A Committee of the House of Commons was appointed in 1786 to examine the several accounts, and although nothing was done respecting a change in the date of termination of the fiscal year, yet the Committee thought it important that the House should be informed what difference would have arisen in the result if the calculation had been grounded on the receipts of the year ending in January, 1786. For several years two statements of accounts were brought down, one for the year ending 5th January and the other for the year ending at Michaelmas. This appears to have gone on until 1798, when the quarterly accounts, which were made up to that date, were merged into annual accounts to 5th January, the committee of the House having deemed that date the more eligible for the public, and having recommended for the consideration of the House that the accounts be made up annually to that date.

A further alteration was made in 1832, when Lord Althorp brought in his Budget to cover five quarters to the 5th April. At the same time supplies were taken for five quarters up to the 31st March 1833, to which period of the year the annual grants were thenceforward to be calculated. But no similar alteration was then made in the period of the year to which the financial accounts were made up. The result was the existence of three distinct terminations of the financial year, viz., 5th January, 31st March and 5th April. This was not remedied until 1854, when by the provisions of an Act of Parliament all finance accounts were thenceforward made up for the year ending 31st March. It will accordingly be seen that various periods at different times were selected by the English Government as the termination of the fiscal year, but for nearly forty years the 31st March has been found the most convenient, and by all parties has been deemed the best date on which to close the financial year.

It is true in the neighbouring republic the fiscal year terminates on the 30th June. No fixed date, however, was established by law prior to 1842, and it is to be presumed that the estimates and appropriations were theretofore made for the calendar year from 1st January to 31st December.

The first recommendation for the passage of a law fixing the date upon which the fiscal year was to begin, was that of the Secretary of the Treasury in his annual report to Congress of December, 1834, in which he recommended that the year should commence after the last day of March. The Secretary reiterated this in the two reports of 1835 and 1836. Nothing, however, appears to have been done to carry out this recommendation, and Congress gave no attention to the matter until 1842, when Senator Evans introduced the Bill which is now the law. The *Congressional Globe* shows that no extended debate was had upon the measure, and it passed without being referred to a committee, upon the simple statement of the ex-Secretary that the object of the bill was a desirable one, to make the fiscal year correspond with the commercial year. Succeeding Secretaries have endeavoured to have the period of the fiscal year changed, so as to begin at the time recommended in this report for the reasons heretofore set forth, particularly relating to the spending departments.

If, however, it be not desirable in the public interest to make any change in the termination of the fiscal year, your Commissioners have to point out that a

great deal of embarrassment now takes place in the working of the departments, arising out of the following section of the Audit Act, which allows the accounts to be kept open for three months after the expiration of the fiscal year. "The public accounts shall include the period from the thirtieth of June in one year to the thirtieth of June in the next year, which period shall constitute the financial year ;

* * * and all balances of appropriations which remain unexpended at the end of the financial year shall lapse and be written off : Provided that upon cause being shown to the satisfaction of the Governor in Council, he may, by Order in Council to be made before the first of August of each year, extend the time of finally closing the account of any appropriation, for a period of not more than three months from the end of the financial year, after the expiration of which extended time and not before, the balance of such appropriation shall lapse and be written off."

By reason of this extension of time, as a rule no public fiscal business can be closed before the end of September, and if one month is taken to put the accounts in readiness for the Auditor General to commence the publication of his voluminous report, it will be seen that scarcely any work of printing can be commenced by the expending departments or by the Auditor General before the beginning of November. And when it is borne in mind that the report on the Appropriation Accounts is required by the law to be laid before the House of Commons on or before the 31st January, if Parliament is then sitting, and if not sitting, then within one week after Parliament is next assembled, it follows that so long as the Auditor General considers it his duty to bring down the Appropriation Accounts in the present voluminous shape, other public business must suffer of necessity, and if Parliament, as is often the case, meets in January, it is more than likely that the reports of the other departments will be delayed, and the session far advanced before they are placed in the hands of members. Your Commissioners are unanimously of opinion that if it be deemed inadvisable to effect any change in the date for terminating the fiscal year, Parliament should be asked to amend that section of the Audit Act, under which the accounts are kept open for a period of three months after the close of the year, the necessity for the provision having passed away by reason of the fact that all parts of the Dominion are now so closely connected by postal facilities.

GRANTS TO EXPENDING DEPARTMENTS.

Your Commissioners now propose to take up the methods of granting funds to the expending departments to cover the payments for services under their control, but before doing so they have to point out that in England the net revenues alone are deposited to the credit of the Exchequer. The local collectors of revenue under the several Acts are allowed to pay out of their current receipts monthly allotments of pay to seamen's relatives, remittances of wages, military and civil pensions, allowances of all kinds, and various other services. In Canada the only payments made directly out of revenues collected are those effected in that manner in certain portions of the Post Office service. But it does not, however, follow that because the net revenues alone reach the Treasury in England, that the gross revenues are not accounted for, since the annual finance accounts show in the statements of receipts and payments the gross revenues and gross expenditures. After the net revenues are deposited with the Bank of England, the Auditor General allows the Treasury to issue credits to cover expenditure by the expending departments, and as a consequence the audit system is entirely a system of audit after payment.

In Canada a mixed system prevails. Credits are granted to a large extent to the several departments, and in addition thereto, what are called direct payments are made by the Finance Department, on the certificate of the Auditor General upon applications by the several departments. These direct payments are chiefly for work done under contract by large expending departments, for railway subsidies, and services of such a nature, and it does not appear to your Commissioners that any particular advantage arises out of the working of the two systems together. The only possible advantage, if it can be so termed, arising out of the direct method of payments referred to, is that of

provoking and disposing of possible criticism on the part of the Auditor General. Your Commissioners find that in the cases of payments made in this manner, references have subsequently been made to the Treasury Board arising out of the criticism by the Auditor General, and as the same criticism would take place on payments made under credits of the expending departments, your Commissioners think it would doubtless facilitate business if the whole audit system were conducted on a post audit basis.

CERTIFICATES, PURCHASES, ETC.

Before proceeding with the classification in detail of the different departmental expenditures, your Commissioners have to bring under notice the diversity of the form of the certificates granted by paying officers. Of these certificates, the most stringent in form seems to be that for the Civil Government Contingencies, by which the deputy head is called upon to certify that the article mentioned, e.g. a newspaper, has been procured "upon the requisite authority, and that the expenditure was necessary for the public service * * * and that the price charged is in his opinion fair and just." Accounts for other services are certified "correct," "examined," "approved," "recommended," and your Commissioners recommend that one general form of certificate be laid down, to apply to all accounts for public expenditures, and that as far as possible such certificate should be given in the first place by the officer who really receives the goods, or who is responsible for and cognizant of the services performed. Another subject on which much diversity of opinion was expressed before your Commissioners was the letting of contracts to perform work for the Government. Your Commissioners are unanimously in favour of accepting as a rule the lowest tender, other things being equal. But at the same time they are bound to report that the chiefs of the two principal branches of the Public Works Department—the chief engineer and the chief architect—pointed out very grave dangers to be guarded against in following that system. A still further subject your Commissioners deem worthy of note, before treating of the expenditures themselves, is that relating to the purchase of supplies, and the prices paid for articles purchased by the several departments. In his evidence before the Commission, the Auditor General stated most distinctly that when goods were purchased without tender, such as furniture and other supplies for the public buildings, as a rule, retail prices were paid for the same, when wholesale prices should have prevailed. It happens too, that in places where two or three departments are expending money, as for instance in Kingston, where the Militia Department is answerable for the expenditure for the maintenance of the Royal Military College and Barracks for the permanent force, the Department of Justice for the expenditure on account of the Penitentiaries, and the Public Works Department for the care, maintenance and repairs of Custom-houses and other public buildings, different prices are paid for sundry supplies procured for each department. In the matter of coal alone the prices varied to a great extent.

Your Commissioners had under consideration the question of having a director general of stores or a supply agent to purchase supplies for all services, but they have not had the opportunity of developing the subject. They however recommend the matter to the serious consideration of the Government, and they beg further to call attention of the Government in this connection, to the evidence given by Mr. Schreiber respecting the purchase and distribution of coal and other stores for the Intercolonial Railway.

EXTENT OF FIXED CHARGES.

Your Commissioners have now to take up the expenditure proper under the different heads, and of which part is controllable and part is of a fixed and permanent character. For the latter portion of the enquiry they have had the benefit of the Auditor General's report for 1890-91, and have derived very great assistance therefrom. Your Commissioners find by the estimates recently submitted to Parliament, that out of an entire estimate of \$36,250,000 in round numbers, \$17,250,000 are fixed and beyond control, and of this large amount subsidies to Provinces, charges for interest on public debt, including

investments for sinking funds, account for \$15,900,000. The remainder is made up of the salary of the Governor General, the salaries of his responsible advisers, the salaries of the judges, indemnities to members of the Senate and House of Commons, fishing bounties, pensions, and payments of like character. When from the balance of the entire estimate of \$36,250,000 is taken the charge for the collection of revenue, it will be found that a very small portion of the large annual expenditure made by the Dominion is subject to such supervision as would tend to a decrease. In the opinion of your Commissioners it is worthy of notice, that in the year 1887-88 (of which year the computation was made) the Dominion paid for permanent salaries, extra and occasional assistance, labourers' wages, gratuities, superannuations, pensions and parliamentary indemnities, a sum equal to \$9,250,000, and your Commissioners have no reason to believe that a lesser sum was paid for these services in the year 1890-91, of which year the total expenditure aggregated about the same amount.

Your Commissioners now propose to examine into the expenditure by departments in the order of the Public Accounts.

INTEREST ON PUBLIC DEBT.

This is assumed to cost for the year 1892-93, \$9,912,000, in round numbers say ten million dollars. As the larger part of this sum consists of interest on loans payable in England, having fixed terms of currency, and a stated rate of interest, no saving or change on the method of supervision can be effected.

PREMIUM, DISCOUNT AND EXCHANGE.

This item represents the premium paid on the amounts invested for sinking funds, for investments made on stocks selling at a premium, for premiums paid for exchange bought above $9\frac{1}{2}$ per cent for remittance to England. It also represents the discounts on 60 days sight bills remitted to meet interest and other requirements payable in London. Your Commissioners find that this expenditure has been well and economically made, and that the purchases of exchange have been made at the lowest current market rates.

SINKING FUNDS.

This service it is estimated will require in 1892-93, \$1,965,000, or close on two million dollars. These funds arise from agreements made at the time the respective loans were placed on the London market, under which a certain percentage, in some cases $\frac{1}{2}$ and in other 1 per cent, is laid aside to be invested to meet the redemption of the loans, and this with the re-investments of interest on previous investments compose these funds. Your Commissioners find that for recent loans no sinking fund arrangements have been made. The method previously followed, although no doubt necessary at the time the respective loans were effected, has, it appears, been unfortunate; and notwithstanding the fact that the loans will not expire for many years to come, your Commissioners nevertheless desire to express the opinion that the settled policy of a fixed annual charge for the redemption of debt, such redemption to be made by drawings at par, would be the best method to adopt on the maturity of the present loans.

CHARGES OF MANAGEMENT.

This service includes the cost of the several offices of the Assistant Receivers General, of the country savings banks in the Maritime Provinces, the commission for payments of interest on the public debt, and other incidental charges relating thereto, and also for the printing and expenses of issue of Dominion notes. The whole of this service is estimated to cost \$172,000. There appears to be a decrease in this vote, and as still further tending to a reduction in this expenditure your Commissioners would recommend most strongly that the policy adopted by the Government of transferring the management of the several country savings banks in the Maritime Provinces to the Post Office

Department, whenever vacancies occur, should be followed in every instance, and in no case should be departed from. They find, too, that in these Provinces new offices have been opened by the Post Office Department, and it is considered extremely desirable that one system should prevail throughout the whole Dominion. Your Commissioners are of the opinion that the transfers would be productive of efficiency as well as economy in this part of the service.

Before leaving this branch of the expenditure, your Commissioners are pleased to find that a saving will be effected in the charges for printing Dominion notes, arising from the fact, as they are informed, that a new contract has been entered into, whereby the country will save money.

CIVIL GOVERNMENT.

The expenditure for Civil Government is the next in order. But as this has been fully dealt with in another report, in which this service formed the chief topic, your Commissioners have only to note that the main source of the increase in the vote for Civil Government arises from the annual statutory increases of salary authorized by the Civil Service Act, and that there does not appear to be any disposition to increase the staff. In fact in some cases the staff has been reduced. Your Commissioners further notice that it is proposed to decrease the amounts expended for contingencies of the several departments.

ADMINISTRATION OF JUSTICE.

The cost of the administration of justice will apparently amount to \$750,000 for the ensuing year. Of this sum \$670,000, in round numbers, is required for the salaries and allowances of judges throughout the Dominion. The sum to be voted, \$81,000, is chiefly made up of the sum required for miscellaneous expenditure, including North-West Territories, for travelling and circuit allowances, for the salaries and travelling expenses of the official referees, and also for the salaries and disbursement of the staff, excluding the judges, of the Supreme and Exchequer Courts of Canada.

It does not appear that any saving can be made in these services, as they are largely automatic in character, and the expenditures do not apparently require any further supervision than that now given them. It may be stated that the salaries portion of the expenditure is now paid out under the direction of the Finance Department on pay receipts, which, when duly filled up and receipted, the banks are authorized in each case to cash.

DOMINION POLICE.

The management of the Dominion Police, for which service a vote of \$22,000 is asked, is exercised by the Department of Justice. The force is not a very large one, and the expenditure, almost wholly made up of the pay and clothing of the force, calls for no remark.

PENITENTIARIES.

With regard to this service, your Commissioners, owing to the fact that the Auditor General for the past few years has not shown in his report the *per capita* cost of maintenance at each of the penitentiaries, are unable to point out whether in any of the penitentiaries there is a want of supervision. They are glad to mention, however that in the case of one of the institutions—the Kingston Penitentiary—where some of the outlays can be compared with similar services in the same place of other departments, the expenditure for the items of a like character is less for the penitentiary than for the other services.

Your Commissioners find that the supplies for the several penitentiaries are purchased locally, and they would suggest for the consideration of the Government whether those supplies that are not of a perishable character, such as, for example, currants,

raisins, coffee, pepper, rice, salt, spice, sugar, tea, etc., might not be purchased for the whole of the penitentiaries at wholesale prices from large wholesale houses, and distributed to the several penitentiaries from one central depot, say at Kingston.

ARTS, AGRICULTURE AND STATISTICS.

For the year 1890-91 the expenditure under this head amounted to \$410,000. Of this sum \$250,000, spent on account of census, is of a transitory character. The chief portion of the balance is composed of expenditures on account of the central and other experimental farms, and the dairying interests. Before touching in detail upon the several services included under the vote, your Commissioners deem it desirable to point out that apart from the extra services rendered in the department and charged to civil government contingencies, over \$8,000 was spent last year for temporary services performed in the department and charged to the votes for care of archives, criminal statistics, health statistics, dairying interests, Jamaica Exhibition, and immigration. The Commissioners find that the pay for these temporary services varies; that some of the extra officials have in addition to their daily pay, been paid for extra work, and for translating, copying, &c.; that the temporary staff appears to have been paid for every day in the year, including Sundays and holidays; and that no rule or regulation appears to exist fixing the rate of remuneration for this extra labour. With these few preliminary observations your Commissioners now propose to take up the several sub-heads of the vote, and they find the cost of the care of archives appears to have been only about \$6,000. This amount is a smaller sum than that previously spent, and fair work can be shown for it.

The "Patent Record" cost \$11,000 exactly, and your Commissioners understand that the expenditure is about to be reduced. The outlay for the collection of criminal statistics is small, and does not seem to call for any remark, and it is understood that the collection of health statistics, for which over nine thousand dollars was spent last year, is to be dropped, and accordingly this expenditure will disappear.

With regard to experimental farms, your Commissioners notice that at the Central Farm, in addition to the staff there were employed some 80 labourers, who do not appear, however, to have been employed continuously, but from time to time as required.

With regard to the sums expended for census and statistics, your Commissioners are pleased to report that the work under this sub-head, so far as they have enquired into it, has been performed expeditiously and economically. The remaining services included in the main vote, such as Jamaica Exhibition, seed barley, &c., seem to be transitory in character and call for no remark.

IMMIGRATION.

In their other report your Commissioners have recommended that this service should be transferred to the Department of the Interior, and in addition to the reasons which prompted them to make that recommendation, viz., the desirability of bringing the emigrants into touch with the land agents and facilitating their speedy location, it would appear to your Commissioners that a large expenditure now made for salaries and contingencies of immigration agents could be done away with, and as a matter of economy, in addition to improving the efficiency of the service, they consider it advisable that the transfer should be made.

QUARANTINE.

Under this head there was expended in the year 1890-91, the sum of \$77,243, and the only points connected with this service that seem to call for remark are whether it is necessary in the public interest to have inspectors at such a large number of ports, and whether effective supervision is exercised over them.

PENSIONS.

The pensions paid in the year 1890-91 amounted to about \$103,850, a large part of which consists of judges' pensions regulated by statute. This service only calls for

one remark which is that several militia pensioners are over 100 years of age, and as this seems a fitting subject of enquiry it would be advisable for the department to institute an examination into this portion of the expenditure.

SUPERANNUATION.

This service, involving an expenditure of \$240,000 in round numbers, forms the subject of a special memorandum by the Commissioners, and it is not necessary in this connection to offer any criticism on it.

MILITIA AND DEFENCE.

The total cost for services under this head for 1890-91, excluding the cost of departmental staff, amounted to \$1,279,000. Your Commissioners propose to take up this service under the respective sub-heads of votes.

Military Staff.—This item includes the pay and allowance of the Adjutant General and the several deputy adjutants general, and your Commissioners do not consider it necessary to make any remark thereon.

Brigade Majors.—In connection with this service, which cost last year \$14,200, your Commissioners deem it wise to call the attention of the Government to the evidence on this subject given by the Major General in command of the forces in Canada, who as will be noticed, does not favour the system of brigade majors at all, and in their place he would grant the deputy adjutants general assistance more in the nature of orderly officers from the permanent corps. This he states would be less expensive and more efficient.

Cartridge factory.—The sum of \$38,000 was expended last year on this service. Your Commissioners find that in the establishment there are a superintendent and assistant superintendent, two clerks, two foremen, and an assistant foreman; that an allowance is also made to the paymaster of the district, and further that 37 labourers were employed for varying periods last year, and in addition a sum of \$8,800 was paid for piece work. Your Commissioners would suggest that the attention of the department be called to the purchase of hardware, with the view of ascertaining whether it would not be desirable to see if such supplies, or other articles involving a considerable outlay, could not be procured with greater advantage to the department by tender on the open market.

Ammunition generally.—Cost in addition over \$15,000, the larger part of which is made up of sums expended for powder, for the supply of which no contracts appear to have been entered into. In this connection your Commissioners would call attention to the evidence given by the Deputy Minister of Militia and Defence with regard to the rifle with which the militia of Canada is armed, and while they do not wish to go beyond their province and venture on a question of public policy, yet they desire to give expression to their opinion that it might be ultimately more advantageous to Canada if a portion of the moneys which must necessarily be spent under these heads, in connection with a rifle that "is not fit to go to war with," were devoted to supplying a more serviceable arm.

Military clothing.—For this service the sum of over \$73,000 was expended in 1890-91 for various articles such as great-coats, tunics, trousers, etc., for the supply of which annual contracts are entered into. Your Commissioners do not deem it necessary to make any remark on this expenditure; they however would call attention to the evidence given touching the method of dealing with requisitions of various kinds; it seems to your Commissioners that some scheme could be devised whereby the correspondence and duplication of work arising out of the circuitous channel through which these requisitions flow, could be very considerably reduced, and in this they are borne out by the opinion expressed in the evidence given by the Major General.

Military Stores.—In 1890-91 cost over \$64,000 made up largely of miscellaneous expenditure in connection with the different district stores, such as repairs to various articles, maintenance of storehouses, rent of buildings, and items of a like character, involving a cost of nearly \$10,000. Of the stores themselves the chief items of expense

were blankets, haversacks, tents, mess tins, valise equipment, ordnance, and limbers, including freight charges in Canada, and salaries at the storehouse, Ottawa. With regard to the latter item of salaries your Commissioners beg to call the attention of the Administration to the statement in the Appendix, showing a large increase in the staff of this storehouse during the last few years.

Public Armouries.—The expenditure for this purpose amounting to over \$36,000 is made up entirely of wages of employees engaged presumably in the work of caring for the arms and armouries of city battalions of militia, and of other branches of the force, for which armouries are provided in public buildings. For the care of arms of the remainder, and major portion of the service, allowances aggregating over \$24,000, were paid in the year 1890-91. For both services—public armouries and care of arms—it will thus be seen that over \$60,000 are annually spent in keeping in order the arms of an effective strength of less than 40,000 men. Your Commissioners would suggest that the attention of the department be directed thereto, with the view of making enquiry whether the service to be performed is such as to warrant the expenditure of such a large sum.

Drill Instruction.—Involving an expense of nearly \$36,000, for allowance to different services for drill, is fixed by regulation, and calls for no remark.

Annual Drill.—On this account there was expended last year over \$272,000, and in connection therewith your Commissioners beg to call the attention of the Government to the evidence given before them by the Major General commanding the forces in Canada, respecting the comparative cost of permanent camps for rural militia and of camps under the present system. Under the present system, it appears, sites for camp purposes are chosen largely for local reasons, and without much consideration as to their suitability for military purposes. Besides involving unnecessary expense the system gives rise to a widespread feeling throughout all ranks that efficient training and comfort of the men are sacrificed to considerations that have no connection with the force. Your Commissioners would call attention to the alternative system of a permanent camp ground to each district, recommended by the general officers and deputy adjutants general. In five out of the nine districts suitable sites are available on Government property. The adoption of the permanent sites would save the cost of transport of stores and camp equipment; the expenditure on the construction of works, such as rifle ranges, stables, sheds for stores, &c., would not be entirely lost for future years as is now the case, and many other advantages such as better hospital accommodation, keener competition for contracts for the supply of rations would accrue, not to mention the removal of that uncertainty which annually prevails as to the location of the camps, an uncertainty that acts prejudicially, it is affirmed, on recruiting. Apart from the advantages arising to the force from such a system, your Commissioners are of opinion that steps should be taken to reduce as much as possible the incidental expenses of the camps, so that the parliamentary grant should be expended on the drill and training of as large a proportion as possible of the whole force.

Contingencies.—Amount to \$39,000, and include payments to Rifle Associations, \$15,450; to efficient bands, \$7,825; and postage and stationery, \$3,395, all of which are governed by regulations. The balance of the expenditure, about \$12,000, is made up of costs of salutes and guards of honour, travelling and general expenses.

Drill Sheds and Rifle Ranges.—Under this service your Commissioners would call attention to the statement in the Appendix showing the increase in the expenditure at Ottawa.

Grants to Rifle Associations.—The grants of \$10,000 to the Dominion Rifle Association, and \$2,000 to the Dominion Artillery Association call for no remark.

Construction and Repairs.—Costing about \$80,000, comprise expenditure at Kingston, \$12,000; at Quebec, \$23,000; and \$44,000 expended at various places throughout the Dominion. A considerable sum appears to have been spent for the wages of carpenters and labourers at the Military College, and for wages at Tête-du-Pont Barracks. In Quebec the details of the labour are not given in the Auditor General's Report.

Royal Military College, Kingston.—This institution cost for the past year \$69,248 and your Commissioners, finding from the evidence of the Adjutant General and of the Major General that the number of cadets has materially decreased, would suggest the desirability of an enquiry to ascertain whether it might not be desirable, and in the interest of the country generally, to abolish the extra \$100 recently added to the annual fee payable by the cadets, and thereby to throw open the institution to a wider range of students throughout the country to whom its advantages would be more accessible under the original scale of fees. The same professional staff could attend equally well to one hundred as to sixty students, and it would seem to your Commissioners that a larger number of students, and consequently a larger number of graduates, would more fully meet the objects for which the institution was established, and the expenditure would accordingly be rendered more effective.

Permanent Forces.—Including A, B and C Batteries, Schools of Artillery, Cavalry and Infantry Schools. The expenditure for this purpose amounted last year to nearly \$460,000, the greater part of which is made up of the pay and allowances of the force. A very considerable portion, however, appears to have been expended on supplies and services of various kinds, and in connection therewith your Commissioners would again call attention to the recommendation already made by them, with regard to the adoption of a system whereby the non-perishable supplies could be purchased in a wholesale way, and at wholesale prices.

With regard to the cost of maintenance of the personnel of the batteries your Commissioners would call the attention of the Administration to the fact, as developed in the evidence of the Major General, that on the pay-list of the various military units were frequently found, in the course of his inspection, the names of civilians and others who had no connection with them whatever. The case of civilian caretakers at Quebec is instanced, whose pay aggregating some \$75 per month appeared on the monthly pay-list of B Battery. Your Commissioners would recommend that steps be taken to find out whether this system might not exist in some of the other schools.

MOUNTED POLICE.

The total cost of the North-West Mounted Police for 1890-91 amounted to \$740,000, which, assuming that the force consists of 1,000 men, would give an average of \$740 as the cost per man, for horse, rations, forage, &c., and your Commissioners find that this average cost has been decreasing year by year, and a further decrease is expected on the average cost for the current year. Probably it might in the near future be materially decreased. The expenditure appears to be directly supervised from Ottawa, where full and accurate records are kept to show the disposal of all stores and stock. Your Commissioners notice that the force is divided into 10 divisions with about 30 subdivisions, each division commanded by a superintendent and two inspectors, and that the men are scattered in small detachments throughout the various districts. Your Commissioners would suggest as a subject of enquiry, whether the system of placing the men in these small detachments could not gradually be done away with, and the force concentrated by degrees, thereby decreasing the number of men, and the expenses of the force generally. At the same time enquiry might be made whether a reserve, similar in system to the Naval Reserve in the mother country, might not be established in the Territories, consisting of paid-off members of the force, who must now amount to a considerable number, to be called out for annual drill and patrol purposes during the year, and to be available for duty when called upon. A further enquiry might also be made as to whether the force could not be reduced by the establishment of Municipalities in the Districts of the Territories, upon which should rest the carrying out of their own police arrangements.

If the idea suggested by the Commissioners for the appointment of a general supply agent for the whole service be not entertained, your Commissioners would suggest that an enquiry be held to see whether such agency could not advantageously be established in connection with the Mounted Police and the Indian services, as they notice that large amounts of the supplies of these two departments are common.

PUBLIC WORKS.

The sums expended under this head and chargeable to Consolidated Fund amounted last year to \$1,937,000, whilst on Capital Account there was spent \$515,000. Before noticing the different sub-heads of this expenditure, your Commissioners would draw attention to the fact that whilst the cost of the staff of the department charged to Civil Government amounted to \$42,872.46, in addition 164 people were more or less employed during the year in the department at Ottawa at a cost of \$106,700 charged to 65 different outside votes. The charges included in this large sum of \$106,700 vary from the salary of \$3,000 paid to the Superintendent of Telegraphs, to the payment of \$2.80 for copying 56 folios at 5 cents each. One temporary employee received \$1,011, and his special remuneration has been spread over 19 different votes. Passing from this, your Commissioners have now to point out that the repairs and construction of works under this department are virtually divided into two branches, viz.: that under the Chief Architect for the construction of public buildings, furniture, heating, repairs, &c., costing \$1,038,000, and that under the Chief Engineer, who administered an expenditure of \$562,000 for harbours and rivers. The remainder of the total outlay is spread over various services, including dredging \$153,000, slides and booms, roads and bridges, telegraph lines, experimental farms and miscellaneous items.

Public Buildings.—Reverting to the cost of public buildings, your Commissioners find that out of the \$1,038,000 before referred to \$479,000 were spent on repairs, furniture, heating, &c., the balance of \$560,000 having apparently been spent for purposes of construction. Of the sum of \$479,000 your Commissioners find that \$105,000 were paid to 316 labourers and artisans employed for various periods during the year in and upon the Ottawa buildings. The sums chargeable as repairs to these same buildings aggregate over \$137,000, a large portion of which is made up of sums paid for desks, chairs, cabinets, &c., obtained from various dealers at retail rates, and your Commissioners would suggest whether an arrangement could not be effected whereby desks, &c., of some specific patterns could not be supplied by wholesale houses at wholesale rates. With regard to the coal supplied for heating, your Commissioners notice that the price charged for some years past has been very little below the ordinary retail prices, and they further notice that the gas supplied has been charged at the same rates as paid by ordinary consumers, and they suggest for the consideration of the Government whether the system of electric lighting could not be extended throughout the whole buildings with advantage.

In connection with sums spent on construction of public buildings, your Commissioners, in calling attention to the system pursued of erecting buildings for post offices in comparatively small places, would point out that in such cases the cost of the building is not the only expense involved. The ordinary country postmaster under the present system is paid a comparatively small salary, which is generally augmented by the profits of store-keeping or similar means, and the Deputy Postmaster General stated in his evidence in answer to a question, that the department was beginning to suffer inconvenience arising out of the fact that the postmasters, in a number of places where public buildings are situated, have no means of adding to their salaries, as they cannot be allowed to carry on another business in a Government building, and accordingly pressure is brought to bear for increased allowance to enable them to live. In addition to the interest on the cost of the buildings, and the increased rate of remuneration to the postmasters, must also be mentioned the cost of a caretaker and the expense of fuel and light, and at the same time it must be remembered that these additional charges bring no corresponding increases in the revenue collected. Your Commissioners would submit this matter for the consideration of the Government, so that some system may be adopted limiting the erection of such structures to places only where the revenues collected warranted the outlay.

Your Commissioners would further call attention to the large proportion of the sums paid out under the head of Public Works for wages of labourers, and they would recommend that enquiry be made to ascertain whether a reduction could not be effected in this direction.

Harbours and Rivers.—With reference to the expenditure for this purpose your Commissioners call attention to various points brought out in the evidence given by Mr. Coste, Acting Chief Engineer. He stated before your Commissioners that deposits given by contractors for construction of public works should invariably be forfeited in case they fail to fulfil their contracts; that contractors submit tenders without ever having visited the site of the proposed work; that claims have been improperly allowed; that plans and specifications are not made with sufficient care; that there is no occasion for the system of granting extras; that through stress of circumstances engineers have not sufficient time to prepare their plans and specifications; that tenders are very often sent in at a price much less than that estimated by the department, in the hope of obtaining sufficient extras to make the work pay; that inefficient inspectors are appointed to overlook work done by contract; that too much discretionary power is left to the district engineers, and that the offices of district engineers in Ontario and Quebec should be abolished.

RAILWAYS AND CANALS.

In addition to the large capital expenditure for Railways and Canals there was spent \$199,000 out of income. In the supervision of the whole expenditure by the department it is to be noted that a large staff has been employed at Ottawa, the cost of which is chargeable to the several works. The salaries and allowances so paid range from \$4,500 to one of the Engineers, down to small payments for copying, and as already recommended in the case of the Public Works Department, your Commissioners would recommend that for the payments of services of those so employed a specific vote of Parliament be taken.

Your Commissioners presume that with the deepening of the canals the expenditure on capital account will cease. It is to be noted in looking over the various items of capital expenditure, that in addition to the engineers employed all the year round to supervise the canals, there are employed assistant engineers, surveyors, levellers, rodmen, inspectors, &c., upon various works under contract, but whose salaries are paid by the Government. Your Commissioners notice that in this department the salaries paid seem to be on a higher scale than in any other branch of the public service.

MAIL SUBSIDIES AND STEAMSHIP SUBVENTIONS.

The sum of \$321,000 spent on this service is mostly composed of cost of the English Mail service and the West India Steamship service, and as the expenditure is made under contract or by Statute, there is no necessity of your Commissioners expressing any opinion thereon.

OCEAN AND RIVER SERVICE, LIGHTHOUSE AND COAST SERVICE, MARINE HOSPITALS AND STEAMBOAT INSPECTION.

All under the control of the Minister of Marine and Fisheries, and involving an expenditure of \$749,000. Your Commissioners, in looking over the outlays for some years back, are pleased to mention that they find a large measure of effectiveness has been introduced into these services, and expenditures that have been found of little advantage to the department have been dropped. All the supervision for the whole outlay is exercised at Ottawa. In connection with the expenditure for the Dominion steamers, your Commissioners would again suggest whether one uniform rate of purchase could be made for supplies of an imperishable nature, such as coal, oil, tea, coffee, flour, paint, &c., following the idea of wholesale purchases previously noticed.

INSURANCE INSPECTION.

This is a very small outlay—some \$7,600,—and is entirely paid by assessments on the Insurance Companies. The expenditure has been decreased of late years, without impairing in any way the efficiency of the service, but no doubt, with the growth of the insurance business of the Dominion, it will presently have to be increased.

GEOLOGICAL SURVEY.

Under this head, your Commissioners notice that payments contracted for in one year are often held over to be paid out of the vote for the next year. This is one of the services that suffer greatly by reason of the fiscal year beginning on the 1st July, and it was elicited in the evidence given before the Commissioners that parties had often to be kept waiting in Ottawa before being sent out on surveys, on account of funds not being available to pay necessary expenses, and as a consequence two or three months of the short working season have sometimes been lost to the survey.

SCIENTIFIC INSTITUTIONS.

The outlay for these institutions covers the cost of Meteorological service, including expenses for telegraphing weather warnings, for instruments, &c., and expenditure on account of the observatories. The amount spent last year exceeded \$60,000. The service is under the control of the Minister of Marine and Fisheries, and is well supervised.

SUBSIDIES TO PROVINCES.

These subsidies, amounting to \$3,903,000, are fixed by Parliament, and no remarks need be made thereon.

INDIANS.

During last year the expenditure on account of Indians reached \$987,000, of which the greater part was spent in Manitoba and the North-West Territories.

In the evidence given by Mr. Vankoughnet before the Commission, on the subject of the Indian office at Regina, he states that its establishment arose from remoteness of the agencies from headquarters and from the absence of railway facilities, but in view of the changed circumstances, it is a fair question to consider whether the office might not now be abolished and the work done in a more direct manner. From the evidence, the present system appears to lead to delay and to a certain extent confusion, as frequently matters might be decided by the officials at Regina in a manner which the department at Ottawa would not approve, and inasmuch as the charges for general expenses in Manitoba and the North-West Territories amount to \$155,000, chiefly for salaries and clerical assistance, your Commissioners think it would be well to overhaul this branch of the expenditure, with the view of a reduction if possible.

Your Commissioners observe that a very large amount is annually spent for the maintenance of destitute Indians. With regard to Indian farms, upon which a considerable sum has been spent, it is to be sincerely hoped that sufficient supplies will eventually be raised for the destitute Indians, so that the expenditure on this head might be largely decreased.

Your Commissioners notice also the large outlay that is incurred in Manitoba and the North-West Territories for travelling expenses, and they would call the attention of the Government to that part of Mr. Vankoughnet's evidence relating to the travelling expenses of Indian agents.

With regard to the annuities in Manitoba and the North-West Territories of course no decrease can be effected, and from the evidence given it would appear that great care has been taken to pay the proper annuitants.

GOVERNMENT OF THE NORTH-WEST TERRITORIES.

Part of this expenditure is under statutory authority, and part under vote of Parliament. The travelling allowances and indemnities of the North-West Council are covered by statute. The chief items of expenditure under vote of Parliament appear to be the maintenance of schools, &c., of roads, bridges and ferries, and as the country becomes settled, your Commissioners presume this expenditure will be thrown upon the local authorities.

MISCELLANEOUS.

The vote for miscellaneous comprises many items, amounting to over \$181,000, the chief of which are the printing of reports supplied to departments, \$22,000; National Park at Banff, \$17,000; litigated matters, \$22,000; plant of Printing Bureau, \$30,000; Georgian Bay survey, \$17,000, and unforeseen expenses, \$24,000.

COLLECTION OF REVENUES.

Customs.

The first expenditure under this head is for Customs, which amounted last year to \$900,491, or not quite a charge of 4 p. c. on the total revenue collected. This service has been admirably performed, and all the expenditure seems to have been properly supervised.

Your Commissioners observe that the same rule is not followed in the Departments of Customs and Inland Revenue in respect to allowing officers of the inside service to share in the proceeds of penalties and forfeitures. In the Customs Department such officers are allowed to participate therein. In the Inland Revenue Department they are not. The latter your Commissioners believe to be the better and safer practice. It is desirable that no person who has any duty cast upon him in connection with reporting upon any such matter, and no one who from his office or position in the department may even be suspected by the public to be able in any way to affect or influence such report, should share in the distribution of any such funds.

Excise.

The expenditure for Excise, \$378,236, constitutes a charge of between 5 and 6 per cent upon the revenues collected. Your Commissioners notice that the Excise officers are given annual increases of salary, although with the Customs officers it is not so. It may be considered out of the province of your Commissioners, but it appears to them that this system leads to a steady increase of the expenditure, and as the growing temperate habits of the people will have a tendency to keep the revenue stationary, if not to decrease it somewhat in the future, care should be taken to guard against any increase more than is absolutely necessary.

Weights, Measures and Gas.

This involves an outlay of \$92,000, against a revenue of about \$41,000, and, in the opinion of your Commissioners, the outlay seems to be one that would properly bear enquiry with a view to its reduction, and its equalization with the revenue received.

Culling Timber.

The expenditure for culling timber last year amounted to \$28,600 against a revenue of \$16,700, and your Commissioners would draw the attention of the Government to the evidence of the Commissioner of Inland Revenue respecting this service, which appears to be of an exceptional character.

Post Office.

The expenditure for post office service last year amounted to \$3,161,000, a deficiency of \$646,000 compared with the revenue derived. Your Commissioners are aware that in a new country like Canada, with large stretches of open country like the North-West Territories, the outlay for post office service must be greater in proportion than in older and more settled places, and instead of a profit it is probably to be expected that a loss will arise therefrom. Your Commissioners, however, are of opinion that possibly this post office expenditure might be decreased. For instance the ordinary land conveyances, that is to say, the stages, cost the country last year \$769,000, and with regard to this your Commissioners would recommend that each inspector be summoned to Ottawa, and that the maps of the counties be taken up one after another to see whether the

expenditure under this head might not in the public interest be reduced, by the establishment of the shortest stage routes possible. Your Commissioners would also suggest an enquiry into the rates paid to the Railway Companies for transport of mails; the cost for which during the last year was \$1,041,000.

Your Commissioners notice that in the Post Office Inspector's Offices and City Post Offices, the salaries amounted to \$1,056,000 last year, and at this point they would call attention to the fact that in looking over the method of payment in other countries as compared with Canada, they find that the tendency in this country is to pay every public employee a yearly salary. In England it will be found that postmen for instance are paid weekly wages; receive good conduct stripes when merited; are granted increases of pay for special aptitude or carefulness in the delivery of letters or the return of a small percentage of letters undelivered. In Canada on the other hand there is apparently no inducement to render letter carriers more zealous in the execution of their duty. Having fixed annual salaries, and receiving annual statutory increases, it would appear to your Commissioners as if the tendency would be for these employees to carry on their work in their own manner, and with the considerable danger of falling into a perfunctory way of performing it.

Your Commissioners find that the railway mail clerks are under the control of the Post Office Inspectors, that is to say, they report to these officers. Whether it would be an improvement, as is the practice in other countries, for these mail clerks to report to the City Postmasters, and so be shifted about from service to service as opportunity offers without having anything to do with inspectors, seems to be a matter into which it might be desirable to enquire.

In his evidence before your Commissioners the Deputy Postmaster General made the suggestion that in order to keep the inspectors continually on the road, they should be paid lesser salaries and greater allowances, following the method adopted in the mother land. As it is, it appears there is no inducement for inspectors to be continually on the road, and on the alert to detect any abuse or irregularity. Your Commissioners are further of opinion that the demands made from time to time for the creation of City Post Offices, and doing away with the allowances to Postmasters, should be seriously considered as they arise. The effect of the creation of a City Post Office is for the postmaster, his clerks, and assistants, to be paid fixed salaries with annual increases, and continuous pressure is brought to bear on the Administration for additions. No doubt it is desirable in some instances to create City Post Offices, but the saving arising therefrom is very often specious. It does not happen for instance that because a country post office apparently returns a nominal profit to the postmaster of \$4,000, that the sum represents the emolument accruing to him. Out of that amount he has to pay the wages of his assistants and other expenses of the office. If such an office were made a City Post Office the postmaster, it is true, would receive say \$2,000, but there would immediately, as before stated, be a number of clerkships created so that in reality a larger expense would be probably incurred.

Your Commissioners notice that the bulk of the expenditure is payable quarterly by the Post Office Department. The system thus followed produces a congestion of work in the Accounts Branch of the department requiring the drawing of over 6,000 cheques at the expiration of each quarter, and tends to bring about an unequal expenditure of public moneys that proves highly inconvenient in the management of the finances of the country. Probably this system is an outcome of past methods of doing business, and your Commissioners would recommend that the work be so arranged that instead of the expenditure being disbursed quarterly, it be equalized and paid monthly, as is done by almost all the other departments.

Public Works.

For this service \$196,580 was spent last year for maintenance and repairs of slides and booms, graving docks, and telegraph lines. The expenditure, of which the greater part, \$46,000, was made on the Ottawa district, cannot, it appears, be reduced very materially.

Railways and Canals.

The expenditure for this purpose is chiefly made up of working expenses of the Intercolonial Railway, Prince Edward Island Railway, and Windsor Branch Railway, for which \$3,949,000 was spent out of a total expenditure of \$4,505,000. The balance was expended on the Canals. The deficit in the running expenses of the Intercolonial Railway last year reached \$684,000, an increase of \$131,000 over that of the previous year. To briefly notice a point brought out in the evidence of Mr. Schreiber, it appears that there are a large number of men whose services could be dispensed with; that the general expenditure is susceptible of a considerable reduction; that political influence is exercised in the nomination of the employees; that in the hands of a company the road could be made to pay expenses; that the trains stop at too many stations; that the traffic and receipts could be increased; that although the internal economy is much the same as that of other roads, yet it costs a great deal more; that the local revenue could be increased by bringing it up to the rates levied by other lines. The management also suffers from a difficulty, not experienced to so great an extent by companies, of not being able promptly to discharge inefficient or suspected servants.

With regard to the expenditure on the Canals, which is made up of the salaries of the lockmasters, lockmen, labourers, superintendents, &c., and of the outlay for maintenance and repairs, it might be desirable that an enquiry should be instituted to find out whether it might not be curtailed to some extent.

Minor Revenues.

The expenditure under this head amounted to \$3,800, and calls for no remark.

Dominion Lands.

For Dominion lands the outlay last year amounted to \$158,000. This expenditure has been reduced through the reduction of the staff of extra clerks employed at Ottawa, a process which your Commissioners are glad to find is going on steadily.

Your Commissioners would bring to the notice of the Government the expenditure in connection with the land office at Winnipeg. This also, like the Indian office at Regina, to which attention has already been drawn, was organized before the completion of the Canadian Pacific Railway, when postal facilities were very limited. The reason for its establishment was that in cases of necessity prompt action could be taken on the spot to avoid the delay of reference to headquarters.

It is probable that to some extent the reasons for the creation of this office have passed away, and it might be desirable to enquire whether the staff could not be reduced or the office abolished.

Liquor License.

The sum of \$1,230 was expended under this head and no remark need be made thereon.

CONCLUSIONS.

In concluding their criticism of the public expenditures, your Commissioners beg to mention one of the most striking features of the whole subject, and that is the large number of officials employed by the Government, apparently out of proportion to the resources and population of the Dominion. This number is constantly on the increase, and the increase of course is largely in the newly developed territories. Your Commissioners view with pleasure the contemplated transfer of the immigration service to the control of the Department of the Interior, whereby no doubt a great reduction of expenditure will be effected. Your Commissioners would suggest that instead of each department appointing its own officers in the districts of country newly opened up, one official, say the postmaster, should be authorized to transact any land, immigration, Indian, or other business required to be transacted by any of the departments, until the country is well developed and the necessity for creating separate agencies becomes

apparent, and your Commissioners would suggest that enquiry be made into the separate staffs now in existence employed by the different departments, in order to ascertain whether an arrangement such as above suggested might not be advantageously adopted. Another subject your Commissioners think worthy of enquiry is how far, in what manner, and to what extent, stock books of all stores are kept by the different departments, and in connection therewith they would recommend that a clause be added to the Audit Act making it obligatory on the Auditor General to audit all stores. A doubt has existed for some time on this point, and your Commissioners understand that by a recent decision of the Department of Justice, no authority is granted the Auditor General under the provisions of the Audit Act to enable that officer to audit this class of accounts.

Your Commissioners recommend that the Treasury Board should have as far as possible the supervision of all expenditures, and that as a general rule all contracts before being entered into should be submitted for the approval of the Treasury Board.

REVENUES.

Customs.

Turning now to the subject of the revenue your Commissioners find from the evidence of the Auditor General and of the late Commissioner of Customs, that the revenue derivable from Customs is, with the exception of a very small portion, collected; and this small portion arises from petty smuggling across the frontier.

Excise.

The collection of the Excise Revenue seems to be well supervised.

Post Office.

From this source over \$2,500,000 was received last year. It may be deserving of enquiry to ascertain whether some system should not be instituted with regard to the establishment of new Post Offices. It may possibly happen that in some cases Post Offices are created unnecessarily in places where the revenue received is not at all commensurate with the liabilities incurred.

Uncollected balances.

At this point your Commissioners deem it desirable to notice the suggestion contained in the report of the Auditor General, that a sub-committee of the Public Accounts Committee be constituted to examine the balances of revenue outstanding due to the Government, in order to determine those which it is expedient to endeavour to collect, and to recommend to Parliament to wipe off the remainder. Your Commissioners would emphasize this suggestion and would respectfully recommend that steps be taken at the earliest opportunity to give effect to it.

Patent fees.

The fees collected for patents last year aggregated \$90,000, and your Commissioners would suggest that it might be a proper subject of enquiry, whether the scale of fees exacted might not be re-arranged, and the revenue therefrom largely increased.

Generally.

Your Commissioners have to report that, generally speaking, the revenues that are collected, are collected in full, but that from certain sources in connection with fines and forfeitures probably there is not as much revenue collected as should be the case, and they take the opportunity of pointing out that under various Acts certain fines and penalties for the violation and infringement of the law are directed to be paid to the Receiver General. Your Commissioners are given to understand that a codification of the laws relating to public moneys has been made by the Finance Department, and they

would recommend that enquiry be made to ascertain fully what revenues of this kind have not so far been collected, or have gone elsewhere, and that steps be taken to ensure their collection for the future.

Your Commissioners would recommend that early consideration be given by the Treasury Board to the letter addressed to that body by the Auditor General, of which a copy appears in his report, with reference to the forms he requires and the methods to be pursued in regard to the audit of revenues.

In the course of the evidence given before the Commission it was brought out that frequently on points connected with the expenditure and revenue, the Auditor General and the several departments do not agree, and your Commissioners would suggest that before the Auditor General refers these matters with his views thereon to the Treasury Board for consideration, it might be desirable if in each case he would confer with the department concerned to see how far his views could be adopted and his suggestions carried out. In case no agreement could be arrived at in this way, the arguments for and against the suggestions should be fully submitted with the reference to the Treasury Board, so that the members of the Board might be in a position to give the various matters full consideration, and in this connection your Commissioners desire to say that as a rule every facility should be given to the Auditor General to enable him to audit the various revenues, and if in any case there is any doubt or uncertainty respecting his powers to do so, your Commissioners are of opinion that full statutory authority should be given him to carry on what may fairly be called the entire work of audit. Your Commissioners are of opinion that these powers are as desirable and necessary in the case of the audit of revenue as of that of expenditure, since the audit in the former case can only be of the nature of a test audit.

All of which is respectfully submitted,

GEO. HAGUE,
GEO. W. BURBIDGE,
E. J. BARBEAU,
J. M. COURTNEY.

J. H. FLOCK, *Secretary*,
Ottawa, 21st April, 1892.

MEMORANDUM ON SUPERANNUATION.

To His Excellency the Governor General in Council.

MAY IT PLEASE YOUR EXCELLENCY :—

The Commissioners appointed to enquire into the administration of the Civil Service of Canada, have now the honour to present the following memorandum respecting Superannuation. They regret that, owing to the many interruptions and unavoidable loss of time through sickness, in a very trying winter, they have not been able to devote to this important matter the time and attention it deserves. They wish, therefore, that the following shall be taken rather as a preliminary memorandum than as embodying matured conclusions on the subject. The Board of Civil Service Commissioners may well be entrusted with the task of framing conclusions on the subject, which may safely be acted upon.

1. At the outset, the question arises whether it is expedient for the Dominion to provide superannuation allowances at all for its public servants; for it has been urged in the House of Commons and in other places that the duty of the State should be to pay adequate salaries, and leave to its servants themselves the duty of making proper provision for their own future wants as well as those of their families.

Your Commissioners, on due enquiry into the whole subject, are of opinion that it is eminently desirable, and in the interests of the public, that a superannuation system should form part of the scheme of carrying on the public service, and that such a system if properly administered directly leads to both efficiency and economy in administration.

2. It has been well said in the report of the English Commission of 1857, that "It may be true that it is strictly the duty of the heads of the departments to remove from the service all public officers who have become, from any cause, incompetent fully to discharge their duties, without regard to their feelings or future position; but experience has shown that this is a duty, the performance of which it is most difficult, if not impossible to enforce, and as it is impracticable, by any regulations, to define beforehand at what stage of declining health or increasing bodily or mental infirmity, incompetence begins, the result is that, in the absence of superannuation, *inefficient persons are retained in the public service.*"

"The injury caused to the service by the retention of inefficient officers might, no doubt, be in part corrected by increasing the numbers of the establishment beyond what would have been required had all the servants been effective; but it would be impossible to justify such an arrangement, and under such circumstances the public service would be a loser for want of superannuation allowances probably in actual money, and at all events, in the less direct results. The evil consequences of retaining a single civil servant in an important post for which he has become incompetent, cannot be estimated in money, and may be much more than an equivalent for the expense of the superannuation of a whole department. For these reasons, we are unhesitatingly of opinion that the public interest will be best consulted by maintaining a system of superannuation allowances."

3. From the opinion quoted it will be seen that efficiency is secured by the adoption of an advantageous system, whereby the State can remove from office the aged and inefficient, the retention of whom in the service at, doubtless, high salaries would lead to such an enhanced expenditure, that economy in actual money, to say nothing of the less direct results, would not be effected.

It may be further pointed out in this regard that the last report of the present Royal Commission on the English Civil Service states: "If it be objected that pensions have some tendency to prevent the discharge of unfit men until such time as the pension becomes claimable, we would point out that pensions help to retain in the service men who might otherwise be tempted elsewhere; and as we believe that to a constantly increasing extent the service is manned with good material, we think this recommendation of the system may be set against the objection."

On the whole, therefore, your Commissioners are unanimously of opinion that both in point of efficiency and economy, and to retain good men in the public service, a superannuation system is absolutely necessary.

4. It may be further pointed out that it is a growing practice with railway companies, banks and other large corporations, to undertake the establishment of superannuation schemes, and in the Bank Act of 1890, a provision authorizing arrangements that had hitherto been tentative and authorized under special Acts to a few institutions, was incorporated to enable directors of banks to establish guarantee and pension funds for the officers and employees and their families.

5. Glancing briefly at the history of superannuation in the mother land, it will be noticed by those who have considered the subject, that after various stages of legislation as a result of which abatements were deducted, refunded and deducted again, about 40 years ago Parliament decided that superannuation was in the interest of the State, and that abatements should not any further be deducted from the salaries of public servants. Latterly there appears to have been a universal change in this belief, and the English Civil Service Commission in their last report recommended that "With the view of levying some direct contribution from the civil servant towards his pension, and of providing at the same time a sum of money which in the event of a man's death or retirement without pension, should be available for his representatives or for himself, a compulsory reduction should be made from all future salaries."

6. With these general remarks by way of introduction and coming to the history of superannuation in this country, your Commissioners find that since the establishment of superannuation in 1870, there has been somewhat of a change in the verbiage of the several Acts.

At the time the Act was placed on the Statute Book in 1870, it was evidently the idea of Parliament that superannuation was entirely in the interest of the State, as will be witnessed from the preamble: "Whereas for better ensuring efficiency and economy in the Civil Service of Canada, it is expedient to provide for the retirement therefrom, on equitable terms, of persons who from age or infirmity cannot properly perform the duties assigned to them."

When the Superannuation Acts were consolidated and amended by 46 Vict., chap. 8, the preamble above cited was omitted, and a clause was introduced for the first time enacting that the superannuation of a civil servant should be preceded by an enquiry of the Treasury Board as to whether the person recommended for superannuation is eligible under the Act, whether his retirement would result in benefit to the service, and therefore be in the interest of the public, or whether it is rendered necessary in consequence of mental or physical infirmity, and therefore to some extent in the interest of the employee. It therefore appears that both in England and in Canada, the idea that superannuation is regarded as entirely in the interest of the State has disappeared, and to some extent it is recognized and acted upon that the system is also for the benefit of the public servants themselves, and to that extent that public servants should pay some contribution towards the expenditure for pensions.

7. This abatement, which has always been exacted under the Canadian Act, has led to serious misunderstanding, and from a kind of tradition in the minds of public servants it is often considered that a special fund is being created by these abatements from which the expenses of administering the system have been levied; and over and over again, in the evidence given before the Commissioners, allusion is made to the hardship arising in the case of men who die in harness leaving their families unprovided for, although they may have contributed largely towards the supposed fund.

8. Your Commissioners beg to append herewith a statement of last year's expenditure, showing ages of retired officials and amounts paid, and it will be seen from the table that the great majority of cases of superannuation has been of persons of a proper age.

Whilst the abatement deducted from salaries for superannuation purposes amounted last year to \$62,824.60, the expenditure amounted to \$241,110.49, or nearly four times

as much, and it has frequently been urged as one of the arguments against superannuation that this great discrepancy has been caused by placing persons on the list who should not have been retired.

Your Commissioners are of opinion that much misapprehension exists in the public mind in connection with this expenditure, especially as regards those officers who have been retired on account of abolition of office, or to promote efficiency and economy. It will be found in many cases of persons so retired that the superannuation was entirely for the benefit of the State, and resulted in direct economy, although the allowance paid is charged to superannuation, and swells the expenditure under that head to that extent. Taking, for instance, the retirement of the financial inspector attached to the Finance Department, whose place has not been filled, whose retirement involved no promotion, and whose work has been distributed amongst other public servants, his active salary was \$2,600, voted under the head of Charges of Management; his retiring allowance is \$1,820, charged to superannuation, and the difference of \$780 is an absolute gain. The \$1,820 goes to swell the superannuation expenditure, but the yearly saving under the vote for Charges of Management does not stand out so prominently.

9. Your Commissioners are of opinion that some statement should be prepared, either by the Audit Office or the Finance Department, to show absolutely what measures of economy have been effected in this manner, in order that the criticism on this point might be met, and the misapprehension removed.

Your Commissioners might state, that in the Finance Department the staff has been reduced from forty-four to thirty-four by the decease of some officers, and by the placing of others on the retired list, without filling the vacancies thus created, at the same time maintaining the staff in an effective condition. In other branches of the public service action of this character has also taken place, and your Commissioners consider that all the circumstances of this nature should be taken into account in estimating the working of the superannuation system.

10. If it is considered desirable to retain the system of superannuation the question naturally arises, what would be the fair percentage of abatement to take from the salaries of public servants, and your Commissioners are of opinion that the present rates of abatement are sufficient. It will be found by the evidence of Mr. Fitzgerald, that in the case of an ordinary appointment a person entering at the age of twenty as a 3rd class clerk, and retiring at sixty-five as chief clerk, to procure an annuity of seven-tenths of his salary at retirement, would require to pay an abatement of \$4.27 per cent per annum, and when it is taken into account that numbers of people die in the public service without being superannuated, your Commissioners are of opinion that the rates now levied are sufficient, being, as they consider, sufficient if the Act be properly administered to pay in round numbers one-half the charge for the service. They have, however, to point out that there are serious drawbacks to the proper working of the Superannuation Act. In the first place, as has been mentioned in a previous report, your Commissioners notice that the tendency in Canada is for every class of public servants to become salaried, instead of being, as in other countries in many classes, merely wage-earning, and as by the terms of the Superannuation Act its provisions are made applicable to every person to whom the Civil Service Act applies, many persons are now under the provisions of the Superannuation Act who really should be only wage-earning employees. In order to obviate this feature, your Commissioners are of opinion that the Act should only apply to those public servants who are employed in an established capacity, and they would recommend the amendment of the Act, by giving the Governor General in Council power to determine the persons and classes of persons employed under the Civil Service Act to whom the Superannuation Act should be applied.

11. In the second place, the Commissioners are of opinion that some modification might take place in the power of granting a gratuity to any person who has served ten years or under, and they would recommend that the Governor in Council might instead have power to grant a gratuity to persons who have served fifteen years or less, as cases have occurred where fixed annuities have been granted to officers who retired after a service

of ten years only, and in some cases indeed additional terms of service have been granted to those who have served less than ten years, sufficient to enable them to draw an annual pension, instead of merely a retiring gratuity.

12. Your Commissioners consider that in order to ensure the proper working of any superannuation scheme, it is absolutely necessary that every care and precaution should be taken that those who enter the service are in good health and free from physical defect and disease.

13. Your Commissioners observe, with regard to the clause enabling a higher pension to be given to those who are possessed of special professional or technical qualifications, by adding a number of years to the actual term of service, that the report of the recent English Commission dealing with the same subject recommends its abolition. Whilst this might be a correct idea in the mother land, where there is keen competition for all classes of appointments, and where it is not difficult to induce the higher talent to enter the public service, yet in a new country like Canada, where nearly every one is engaged in business of some kind or other, it would be a necessity, in the opinion of the Commissioners, that the power to add some additional term of service should be retained as an inducement to men of knowledge and experience to enter the public service. For instance, your Commissioners would hardly believe that an officer like the Queen's Printer would enter the public service unless he were certain that some additional term would be granted him on retirement.

Your Commissioners would recommend that a schedule should be attached to the Superannuation Act, enumerating all the classes of officers to the incumbents of which on retirement additional service should be granted, so that an officer who had entered the service in later life for special purposes, and who had served the country with ability and fidelity, and whose health, by reason of close application to duty, had broken down, might not be in the unenviable position of being uncertain at the last of having the extra term granted him for which the Superannuation Act provides.

14. Your Commissioners have to point out in this connection, that no system of superannuation can be economical wherein officers can be placed on the retired list in order that political appointments may be made to the vacancies so created. On looking over the list of collectors of customs, postmasters, and such like officers, who have been placed on the retired list in order to make way for appointments urged by political pressure, your Commissioners are decidedly of opinion that in every instance the public service should be administered for the benefit of the State alone; that appointments of the nature and from the causes referred to should in no cases be made; and that the higher posts in the public service, except in few and indispensable cases, should be open as a rule to every member thereof.

15. Your Commissioners would call attention to the fact that the retiring allowances are based on the average salary enjoyed by the respective officers for the three years preceding retirement, and they consider that it is within the bounds of possibility that an officer may have his salary increased, so that he may be enabled to retire in the course of time, with an allowance almost equal to his ordinary salary. There is no doubt whatever that when the late Chief Engineer of Canals had his salary raised from \$4,000 to \$6,000 per annum it was the intention to place him on the retired list at the expiry of three years, with an allowance of \$4,200, thereby giving him not only the increased salary for three years, but on retirement a pension equivalent to his original salary. Your Commissioners are of opinion that the number of years of which the average salary is taken should be extended to prevent the occurrence of instances of this nature, but they consider that the fixing of a definite term should be left for the consideration of the Government.

16. Another result of the political appointments alluded to above is the placing of public employees on the retired list, whose age on their entrance to the service was not subject to any limit; and whilst it will be observed on looking at the list of retired employees that few complaints can be found with regard to the inside service on this score, the result has been arrived at from the fact that an age limit is fixed by statute for the inside service while for the outside service no limit at all is, as a rule, fixed.

Whilst the average age for entrance into the service for all the officials in the inside service as taken from the Civil Service List is 27, as will be seen by the evidence of Mr. Fitzgerald, the average is certainly much higher for the outside service.

17. Your Commissioners, in the evidence submitted to them, have only found that in two or three cases there has been any diminution of the superannuation allowance where the service has been unsatisfactory. They wish to call the attention of the Administration to this clause of the Act, so that it might be more fully understood and acted upon in future.

18. By the terms of the Act it will be observed that on the completion of 35 years' service by any officer, the abatement for superannuation purposes ceases to be deducted from his salary, and as a consequence in the earlier years of the operation of the Act, and in a lessening extent to the present time, the older and higher-paid officials were granted annual allowances, although they may not have contributed any abatement at all, or for a very few years only. Your Commissioners do not see any reason why this limitation should have been made, and they recommend that for the future it should entirely cease, as not only does it affect detrimentally the expenditure, by adding to the burden without any consideration being given therefor, but it also materially reduces the revenue, inasmuch as the abatements cease after the service of 35 years, and as a consequence these old servants, who are generally the highest paid officials, contribute nothing, and will in all probability be the earliest to realize the benefits of the system.

19. Your Commissioners notice that provision is made by the Act for the retirement of officials who are removed from office on account of the abolition thereof for the purposes of improving the organization of the department, or to promote efficiency and economy in the Civil Service, with such gratuity or pension as will fairly compensate them for loss of office. This of course is a necessary provision of any superannuation scheme; but in the event of a former proposal of your Commissioners being adopted, giving to the Civil Service Commission power to enquire into matters relating to the public service, it would be desirable, in the opinion of the Commissioners, that part of the duties of such Commission should be to ascertain, before an officer is retired for the reasons now mentioned, whether his services could not be utilized in some other branch of the public service, and thus obviate the necessity of making a new appointment to such a branch. On examination it was found that in the earlier administration of the Act it was clearly the case that additional service was granted to men who simply came into the service at a late period of life, and who never did anything but clerical work. Now, however, the Commissioners have to report that apparently of late years every superannuation has been well weighed, and additional years of service have only been granted to officers who were engaged in an established capacity.

20. Your Commissioners have now to take up the question as to the desirability of having a fixed age of retirement, and looking at the service as a whole, they think it would be in the public interest if a definite age of retirement were fixed, and at the same time it would be a convenience to the head of a department, who often feels under the necessity of acceding to an aged official's request to be allowed to remain in office. Both the English Commission of 1857 and the last English Commission have agreed to the principle, and have suggested 65 as the age. Your Commissioners concur in this idea, except in special cases to be fixed by His Excellency in Council, as laid down in existing regulations which have never been acted upon. But whilst it is eminently desirable in the opinion of your Commissioners that such an age should be fixed, they are of opinion that there should be an age at which an officer might say that he desires to retire. They are of opinion that after 25 years' service, and at the age of 60, an officer might fairly and properly be retired from the public service if he so wishes.

21. In the evidence submitted to the Commission, various answers have been given to the question relating to the refunding of superannuation abatement deducted from the salaries of officials who resigned or were dismissed. Your Commissioners, considering that resignation is a voluntary act, and is not done without calculation of the consequences, are of opinion that it does not entitle the officer to any refund. On the

other hand, with regard to dismissal, it is hardly necessary to state that nothing should be done beyond what the courts would exact, and that dismissal should be no more than dismissal. In such case the abatement paid by an officer dismissed should be handed back to him, or a superannuation should be effected. Your Commissioners are also of opinion that when officers die in the service of the Government, the amount they have paid to the fund, with interest thereon, should be paid to the widows or orphans of such officers, when they leave widows or orphans, or otherwise to their legal representatives. It is felt to be an injustice and hardship in the case of widows and orphans especially, that these moneys should be practically confiscated by the State.

22. There is a general idea amongst the members of the public service that it would be desirable to have some insurance scheme established in connection with superannuation. Your Commissioners have to point out that whilst superannuation is one thing, and is largely for the benefit of the State, insurance is another, and is for the benefit of the public servant alone. At the same time, however, they are of opinion that anything that would lead to the cultivation of thrift and forethought on the part of civil servants in making provision for the wants of their families should receive encouragement.

The Commissioners submit for the consideration of the Government the evidence of Messrs. Fitzgerald and Matheson on this subject, and if it is considered desirable to carry out either or any of the suggestions therein contained, they would recommend that in addition to his other duties, the Superintendent of Insurance should have the office of administering the scheme.

23. It is well worthy of consideration whether the whole subject of superannuation allowances might not be arranged with advantage somewhat on the plan recommended by Mr. Matheson, of the Post Office Department, viz., that in future the contributions of members be placed to the credit of a special fund in each officer's name, the amount to bear interest, which is to be added yearly; that on the death of a member this sum, with a certain amount added by the Government, be paid to his widow or children, when he leaves a widow or children (but not to any other relatives), or on his retirement, according to regulation, the same payment to be made to himself.

In conclusion, your Commissioners are of opinion that the Superannuation Act now on the Statute Book for over 22 years, and under which moneys have been retained from the salaries of public servants, constitutes an agreement that the Government and the country are in all equity bound to execute, and whatever action be taken towards amending the Act, they would recommend that the vested right of every public servant now contributing from his salary superannuation abatement should be respected to the highest degree.

All of which is respectfully submitted.

GEO. HAGUE,
GEO. W. BURBIDGE,
E. J. BARBEAU,
J. M. COURTNEY.

J. H. FLOCK, *Secretary*.
OTTAWA, 21st April, 1892.

STATEMENT showing the ages of Pensioners, number at each age, and amount paid at each age, with total number and amount paid each ten years, as per Public Accounts to 30th June, 1891.

Pensioners, aged.	No.	Total each 10 years.	Amount paid.	Total each 10 years.	Pensioners, aged.	No.	Total each 10 years.	Amount paid.	Total each 10 years.				
			\$ cts.	\$ cts.				\$ cts.	\$ cts.				
93	2	3	532 08	2,912 04	59	10	62	3,631 80	26,588 12				
92	1		2,379 96		58	4		1,854 00					
					57	7		2,529 44					
89	3	66	932 76	34,371 10	56	5	23	1,862 76	5,242 42				
88	5		2,674 20		55	10		4,759 80					
87	3		1,056 84		54	6		3,411 56					
86	8		2,650 32		53	7		3,422 88					
85	5		2,238 96		52	2		389 76					
84	7		4,547 72		51	3		1,033 92					
83	8		3,920 88		50	8		3,692 20					
82	4		3,308 40										
81	11		2,451 47										
80	12		10,589 55										
79	10		190		8,119 48	93,742 45		49		4	9	613 91	230,128 59
78	20				7,800 35			48		2		1,345 92	
77	15	11,268 48		47	4		1,141 14						
76	13	4,007 28		46	3		338 09						
75	28	14,852 50		45	1		96 20						
74	15	5,957 97		44	2		199 18						
73	23	9,121 40		43	1		195 96						
72	21	9,225 70		42	3		595 20						
71	24	10,775 67		41	2		356 82						
70	21	12,613 62		40	1		360 00						
69	20	129		11,830 17	65,090 78		39	1	482	450 00		10,981 90	
68	9			2,848 32			38	4		1,143 72			
67	14		10,386 54	37		1	120 00						
66	20		8,181 52	36		1	186 96						
65	13		7,795 83	35		1	80 00						
64	11		4,701 87	33		1	201 00						
63	7		3,168 30										
62	10		5,096 18										
61	10		4,862 59										
60	15		6,219 46										
						Add gratuities and amounts paid to pensioners who died during the year				10,981 90			
						Total expenditure.....				241,110 49			

REPORT OF THE VISITATION OF THE DEPARTMENTS BY THE CHAIRMAN AND MR. BARBEAU.

To His Excellency the Governor General in Council.

MAY IT PLEASE YOUR EXCELLENCY,—

We, the undersigned Commissioners, accompanied by the secretary of the Commission, having by arrangement visited the whole of the departments at Ottawa, and made an inspection of every room and office in the buildings, with a view to personal observation as to the manner in which the work was done, the distribution and classification of the same, and the arrangement of the offices themselves, beg to report as follows:—

That such visits were made to every department in turn, commencing with the Finance Department and ending with the Parliamentary Library.

It became apparent to your Commissioners during these visits that it would be advisable to have before us a clear statement from each department of the various branches of work and lines of operation carried on therein or supervised therefrom, inasmuch as the names attached to departments in some instances convey a most inadequate idea of these operations. They therefore framed schedules which they addressed to the deputy head of each department, requesting such a statement to be made, namely, first, of the work carried on; secondly, the officials concerned therein; and thirdly, of the cost thereof.

At the outset of this report we call attention to the answers as embodied in the schedules furnished to us and appended to the evidence, and can only express the opinion that there is no source whatever whence can be derived so clear, intelligent and comprehensive a view of what is being done in these departments as is contained in these answers. They are worthy of all possible study by those who desire to understand of what the Civil Service of Canada really consists, and especially what is being done in the buildings at the seat of government. Although in some instances details of too trifling a character are embraced in these answers, yet this detracts little from the very great and singular value to be attached to these comprehensive summaries.

With this introduction, your Commissioners beg to say at the outset, that in their judgment the books and accounts of the various offices are kept in a business-like manner for the most part, and that they reflect credit upon the majority of the officers employed thereupon or in connection with them. They have specially to report a high degree of satisfaction with the thoroughness, completeness and accuracy of the mode of registering correspondence and records. This matter is so carried out that it is possible to obtain information upon almost any conceivable subject that has ever been dealt with in any of the departments at a few minutes notice. Your Commissioners tested this in various departments with results of a most satisfactory character. It should at the same time be stated that to obtain such a perfection of record-keeping and indexing it is necessary that it should be done on a far more elaborate and extensive scale than would be necessary if the departments were the offices of a business corporation. Your Commissioners, however, believe that this completeness is necessary under the circumstances of the continual reference necessary by the Privy Council to matters that may have taken place in former years, but especially so in view of the necessity of the departments being prepared to answer questions asked during the sitting of Parliament.

Although the above statement summarizes generally the condition of the work done in the departments as a whole, they noticed and now put on record the fact, that in some of them there still prevail cumbrous and old-fashioned methods of keeping accounts, copying letters and conducting business generally. This is a matter which they believe can be remedied without difficulty under the operations of an intelligent and vigilant Civil Service Commission, who shall be armed with power to deal with such matters.

They also found different systems of book-keeping in operation in different departments, some of them very much superior to others. They found also that many improved

methods of conducting business, economizing time, and facilitating work, which were in operation in certain departments, were confined to these alone, although it was evident that their adoption would be highly beneficial in every department and branch of the service.

Your Commissioners were glad to observe a large development of the spirit of invention and improvement at work in various offices, and their conviction is, it would be to the great advantage of the whole service if such efforts could be recognized as they deserve, and if, when improvements are established in one department, means were taken whereby all other departments should have the benefit of them.

ARRANGEMENT OF OFFICES.

One of the first things that struck your Commissioners in going from room to room and office to office was the extremely inconvenient style in which the offices were divided into small rooms, whereby men were separated whose work was related, whereby facilities for idling and talking and seeing visitors were greatly enlarged, to the detriment of the work, and whereby difficulties, in some cases quite insuperable, were raised in the way of efficient supervision by the deputy head.

Allusion has been made to this in the general report, which allusion was largely founded upon what your two Commissioners observed, as well as upon certain portions of the evidence; but they must take occasion to emphasize this point. There is an immense waste of power in this division of offices, a needless multiplication of men, a constant waste of time, and a resulting expense to the country, which must amount to tens of thousands of dollars a year. In fact, if we were to put the cost of this to the country at \$50,000 a year at the least, we should, we are convinced, be well within the truth. Nothing is more necessary in our judgment as the foundation of a general adoption of business-like methods in the future than to have many of the smaller offices thrown into one by the breaking down of partitions and the opening of doors of communication between rooms. The result of the adoption of this recommendation would in our judgment be such that in a few years it would not only save all the expense incurred in making alterations, but lead indirectly to such results that the former state of things would be looked back upon with astonishment.

Particularizing our visits somewhat in the order in which they were made, we append a brief summary of our conclusions with regard to each, beginning with the

Finance Department.

The work in this department is done with exceptional intelligence. Arrangement of the same good. Economy of men has been carried out so that in spite of the large increase of business, the number of officers is less than was employed in the same department ten years ago.

Savings Bank Branch is well systematized.

The Note Department has a remarkably good arrangement of its offices, and therein we found the only really good vaults and safe to be found in the whole of the departments. The entrance to the Note Department should be protected by an iron gate.

Officers too much distributed over small rooms, and desks and furniture very cumbersome and old-fashioned in many cases. System of checks with regard to the large sums of money embraced in the receipts and expenditure of the Dominion very complete. Register of correspondence admirable. There might possibly be improvement in the method of taking custody of the valuable mass of securities and notes in charge of the department. No protection from fire whatever.

The Auditor General's Office.

Suffers much from scattered rooms and loss of time in communicating between one branch and another consequent thereupon. Work very much hindered and efficient supervision prejudiced thereby. No fire protection.

This office is generally well manned and the Auditor General exercises as efficient control as is possible, considering how his officers are separated from him. The work we consider is well done, with perhaps a tendency to make much of rather small matters in the accounts. Not a great fault, unless it leads, as it sometimes does, to larger matters being passed over.

The annual report of the Auditor General speaks for itself as to the mass of subjects his office deals with, and the amount of work done thereupon during the year. Much of the work reviewed in the Auditor General's report is dealt with in the reports of other departments, and there is a considerable amount of duplication and consequent loss of time in connection therewith.

If the Auditor General had power to direct the form in which departments prepared their returns, this evil would be remedied and his own report materially shortened. The Treasury Board might properly attend to this.

The Auditor General, it should be said, is constantly on the look out for improved methods, and is endeavouring now to devise as efficient a check upon revenue as is in force with regard to expenditure.

Post Office Department.

This is one of the largest in the whole service. It has many branches, numerous sub-divisions, and is characterized by a great diversity both of methods and ability in carrying them out. The Savings Bank and Money Order branches are both characterized by a high degree of organizing and administrative ability, as is also the Secretariat. But there are obviously in this department a large number of persons who are doing work of a routine character, some of whose salaries are out of proportion to responsibility. The division of rooms in this department is better on the whole than in some others, the department being lodged in the new Langevin Block; but a good deal of important work is done in the basement under difficult and in some respects unhealthy conditions. We found men in an inferior position in this basement who had considerable responsibility, and whose salaries in our judgment were altogether inadequate. We found here also an arrangement for carpentering work to be done in such a manner as highly to increase the danger from fire, as the place where the carpenter works is surrounded in all directions by very inflammable material. Throughout the whole of this vast and important department, there is no protection from fire whatever. A large number of ladies are employed in the rooms, and so far as we could see and hear, they are doing their work well, and rendering good service for their remuneration.

It should be stated here that there is not that proper correspondence and good understanding between the Post Office Department and the Public Works Department with regard to new post offices which is desirable. We noticed a somewhat singular anomaly in the relation of this department to the Intercolonial Railway. While the Post Office Department pays the railway for carriage of its mails, thus increasing the revenue of the road and the cost of the Post Office Department, the extensive correspondence of the railway is carried by the post office without any charge whatever.

Public Works Department.

This department has a larger number of employees than any other in the Service. Its deputy head is one of the only two instances we found in which that office was filled by one who had gone through the lower grades of the Service. So far as the accounts, book-keeping and correspondence were concerned, we found a considerable amount of old fashioned and cumbersome methods prevailing, combined with, here and there, a perfectly intelligent manner of performing work. But in this department we noticed a number of persons engaged in what seemed entirely superfluous labour, and on explanation being called for, none could be given. In this department there are a large number of persons of technical qualifications, such as engineers of various grades,

architects, draughtsmen, superintendent of telegraphs, &c. So far as we could judge, many of these gentlemen are highly efficient in the discharge of their duties and look well after their subordinates.

This department, like the first-named, suffers materially by the wide scattering in various rooms and various stories of the building, some of them far away of the men who are doing the work of the department. We have in this department a conspicuous instance of the need of reform in this direction. The schedule relating to this department will show the multifarious lines of operation in various parts of the Dominion, which are directed and controlled therefrom. We were much gratified to notice that in the Chief Architect's branch there was evidence of care and economy in preparing plans and erecting buildings, and especially in conserving and defending the interest of the Government against unreasonable demands of contractors. An instance was given in the plans and contracts connected with the Langevin Block, where, at the conclusion of the work, the contractors claimed over \$300,000 for extras, every part of which was ruled out by the Architect's branch, except some small items, amounting to less than \$2,000. The increase of work in the Public Works Department, during the last ten years, has been nearly three-fold. The Chief Engineer, Mr. Coste acting as such, has at the present time the direction and supervision of about 250 separate works, of various kinds, for which all plans and estimates are prepared in the department. We call special attention to the very valuable evidence given by this gentleman with regard to the preparation of plans and estimates and the manner of letting contracts, together with the supervision of works at a distance.

Your Commissioners came to the conclusion that this department was somewhat over-manned, a conclusion which was acquiesced in by the deputy head, who stated that he was preparing a plan by which the work would be shortened, and the staff reduced by 20 or 25 persons.

Railways and Canals.

This also is a department in which all the important work is done by officers of technical qualifications, such as engineers, surveyors, draughtsmen, &c. Your Commissioners were shown from room to room, and noticed, as in the case of the former department, the admirable style in which the plans and drawings were made. In this department the clerks are nearer to each other, and effective supervision can be carried on. This is the largest spending department under the control of the Government, and so far as your Commissioners could judge by examination of the *modus operandi*, a considerable amount of efficiency had been attained in supervising and checking the expenditure—that is, so far as the methods are concerned; but they are aware that with the best methods and most complete system of rules and regulations, constant vigilance on the part of the superior officers of the department, and especially of the deputy head, is needed, in order to prevent waste, abuse, and extravagance constantly occurring.

The book-keeping and correspondence of this department is very large, and on the whole is well done. But the same defects are noticeable in certain branches of this department as have been referred to in the report on the Department of Public Works. In this department a large amount of saving has been introduced by the adoption of photography for the duplication of plans. An admirable photographic establishment is maintained for this and other purposes.

As a sub-division of this department we found the offices of the Chief Engineer of Government Railways, who has a considerable staff under him, and of whose qualifications we do not need to speak. We were pleased to find that he has in view quite an extensive series of economies in the working of the Intercolonial Railway, and which he states can be carried out, unless they are interrupted for political considerations, a matter which very considerably hampers the working of this railway, as is evident, and seriously adds to the expense of conducting it. There is no department of the public service in which the elimination of political influence and the adoption of purely busi-

ness methods would yield better fruit than in the direction of this great public enterprise. In this connection we direct special attention to the important and practical evidence given by Mr. Schreiber before the Commissioners.

We noticed a tendency in the Department of Railways and Canals, and also in that of Public Works and other departments, in the direction of needless multiplication of written routine references, requests and correspondence, with regard to matters which might be dealt with quite as efficiently and more economically by verbal communications. This is an inheritance of the traditions of the past. Needless work was also being done in the department, or what appeared such to the Commissioners. An efficient supervision by a Civil Service Commission in future would lead to great improvement in such matters.

Customs Department.

This department, as is well known, collects the greater portion of the revenues of the Dominion, and has a very large number of branches, agencies, offices and sub-offices scattered all over the Dominion. The amount of correspondence is therefore great, and as in the case of the other departments, it is well conducted. This department has its rooms all on the same floor, and has very fair facilities for supervision and enforcement of discipline, but there are too many rooms, and as usual, no protection from fire. The Customs inspectors' reports are all noted in the department and dealt with. The preparation of statistics of imports and exports is a very elaborate and complete work, and is well done on the whole, though in some respects we think these could be considerably simplified.

The appraiser's department and the testing room are well managed. The appraiser, Mr. Jessop, strongly objects to the system of allowing officials to share in fines. He has never taken one dollar himself though he has personally discovered many cases of false invoices, and in which the seizing officer has realized the proportion of fines. We should add that the Commission is also of the same opinion.

There is in this department a somewhat remarkable instance of an officer devoting special attention and considerable energy and ability to the matter of frauds and seizures, and of making, on an average, an income therefrom year by year considerably in excess of his salary. This is a case, in our opinion, calling for early enquiry and consideration on the part of the Government. As it has existed it has been an abuse.

Inland Revenue.

The officers of this department are, many of them, persons of technical qualifications, and the whole work of the department seemed to us to be well organized and in a satisfactory condition. It was noted here, in one branch of the enquiry into the methods of this department, that political influences were constantly at work to prevent arrangements being carried out from time to time in the outside service of a business-like and economical character. This department is also without protection from fire, but the rooms are on the whole more conveniently arranged than in some other departments.

Marine Department.

The deputy head of this department is one of the oldest officers in the service, and we should judge pays special attention to the discipline of his officers and clerks. The facilities therefor are not as good as they might be, although superior to what prevails in some other departments. The remarks made with regard to accounts, correspondence and records apply equally here. The deputy stated that he makes it a point in his department of seeing that his officers remain until the work of the day is done, even though it takes them considerably beyond the statutory hours. The head of one branch of this department, stated that he very generally has to work until six o'clock, p.m., and also on holidays. Some special improvements in the method of dealing with correspondence and the simplification of accounts and book-keeping are due to this officer. This is an instance where it would be desirable to have such improvements made known and adopted by the departments generally.

This department amongst other things has the charge of 710 lighthouses—more than there are on all the coasts of Great Britain and Ireland. We should judge that a very efficient outlook is kept on the very diversified service of this department, and that supplies therefor are purchased with requisite economy.

Fisheries Department.

The offices of this department are contiguous to those of marine, and are convenient of access to one another, affording good facility for supervision and discipline. An immense amount of detail is gone through in the correspondence of this department with the vast multitude of persons engaged in fishing both on the coasts of the Dominion and in inland waters. About 21,000 claims are made for fishing bounties every year, all of which have to be considered and adjudicated upon and correspondence had in connection therewith. The department issues in connection with this branch of the service about 40,000 cheques every year, which would mean an average of more than 3,000 per month. The work of the department we consider to be well done, and we learn that in the correspondence room the officers almost invariably work until five o'clock, and when there is pressure of work a good deal later.

Department of the Interior.

This immense and complicated department affords perhaps the worst instance of all in the bad arrangement of the offices in which the work is conducted, and their wide separation from one another. To such an extent has this been carried, that a considerable number of the officers and clerks employed are in a separate building altogether from the rest, while others are separated by long distances and many flights of stairs. Your Commissioners reiterate and strongly emphasize, in connection with this department, the impossibility of efficient supervision and the maintenance of proper discipline under these conditions. The acting head of the department, like another before mentioned, has passed through the grades before assuming his present office and is therefore more than usually conversant with all the details thereof. The book-keeping, correspondence and record keeping are generally well conducted, and the work of the superior officers possessing technical qualifications, such as the Chief Geographer, Chief Astronomer, the Surveyor and draughtsmen connected with the settlement of the North-West and the exploration of the regions in the Rocky Mountains and the opening up of unoccupied territories, is done with what seemed to your Commissioners a high degree of efficiency. With regard to the space of the department, while in some instances men are unnecessarily crowded, in others, where other buildings are employed for offices by this department, there is a superabundance of space.

In the Surveyor General's office, located over the Bank of Ottawa, the development of photography was noted with interest as applicable to surveys in mountainous districts, by which a large economy of money and time has been effected. Lithography is also employed in this department, and so efficiently has the work been done that there has not been a single case in which litigation has arisen over the boundaries laid out by the department. The carrying on of lithographic work in the department has resulted in considerable economy, in comparison with the old system of having the work done outside. The work of all the field surveyors is checked in the department and not paid for unless found correct. About thirty-three millions of acres were dealt with in one year when the first large migration to Manitoba took place. The surveys of the North-West are done very economically, costing at the rate of 2½ cents per acre, as compared with about 7 cents per acre formerly paid in the Province of Ontario. Some of the book-keeping methods in this department are antiquated and cumbersome, and might be much improved. The want of fire protection in this department is most painfully felt in going through it. Indeed, the condition of many of the rooms and corridors, where documents of immense value are kept, is a disgrace to the public service. No one can pass through these corridors and offices without perceiving that it is a crying necessity to have the valuable documents, which are the foundation of titles to the whole of the

land in the North-West, as well as masses of other documents and records of great value, placed under efficient fire protection at the earliest possible date. It is impossible to conceive of the damage that would be done in case a fire broke out in the midst of such masses of inflammable material as are packed together in these corridors.

The Commissioners call attention to the schedule respecting this department, in order that those interested may have a proper idea of the multifarious matters that are connected with it. The work in the lower branches of the department has been rather over-manned of late than otherwise, and steps are now being taken to reduce the staff to business-like proportions.

Department of Agriculture.

This department is another of which the name conveys a most inadequate idea of the business it carries on. It might be supposed to have relation wholly to the improvement of farming and the best methods of developing the resources of the country in the shape of land and stock. But, in fact, a large part of the department is occupied with other matters altogether, namely, with the business of immigration, copyrights, trade marks, industrial designs, and also everything relating to the public health, the census, international and other exhibitions. In addition to all this, the Department of Agriculture has a subdivision within itself for patents for inventions.

Under the head of agriculture proper, this department has charge and supervision of various experimental farms both in the old and lower provinces. The work of the department is wholly carried on in the Langevin Block, and the arrangement of its rooms and offices is, on the whole, of a very satisfactory character.

The book-keeping and correspondence methods of the department, in some cases, might be much improved (as is the case in other departments), but, on the whole, a considerable degree of efficiency was observable, especially in the work of the accountant and the keeping of records.

In this department we found two large rooms filled with clerks engaged in the work of collating, indexing and finally preparing for the press, the masses of statistics connected with the taking of the census. This work was under the efficient supervision of the Government Statistician, who has introduced very considerable economies therein during the progress of the work. Most ingenious arrangements for facilitating the work, the economizing of time and the payment by results, have been introduced in these rooms, with highly beneficial results, both to the discharge of the work and the final cost to the country. The clerks engaged in this work come from all parts of the Dominion and are useful on account of their local knowledge. The adoption of the principle of payment by results has diminished the cost of this work in a most remarkable degree. Formerly, when the payment was at so much per day, there were completed in a month 6,191 sheets at a cost of 43½ cents per page. When the work was paid for according to results 14,896 pages were completed in a month at a cost of 18½ cents per page, which cost has subsequently been reduced to 6¼ cents. This is an economy well worth noting, and we think it only just to Mr. Johnson to state that the credit of it belongs to himself. The statistics prepared in Mr. Johnson's own room refer not only to agriculture but to several departments of the business of Canada, and it is hardly needful to say that these matters are done exceptionally well. There is in this department a considerable amount of labour of a technical character, some of it requiring a high degree of intelligence and ability, which was specially observed in the rooms devoted to copyrights and trade-marks. It was stated to your Commissioners that in every case which has come before the courts the contentions of the department have been sustained. The correspondence with respect to immigration is varied and extensive, comprising letters not only to many immigration agencies in Great Britain but also other parts of the continent of Europe, together with every part of the Dominion, and also with its own special agents and officers in London and Liverpool.

While going through this department a singular want of correspondence was noticeable between the arrangements made therein for the care of persons arriving from abroad and their placing out in various parts of the interior, especially in the North

West, the latter being under the jurisdiction of the Department of the Interior. We then, after careful consideration, came to the conclusion that the public interest would be better served by the whole of this Immigration Department being placed under one head. We are pleased to observe that our ideas in this respect coincide with the conclusions already formed on the subject by the Minister, and we understand that arrangements looking thereto are now being carried out.

A very large amount of stationery is used in this department in connection with statistics and the compilation of returns. These are now printed on paper made of manila at half the cost of the old style, and just as good.

Department of Agriculture—Patent Branch.

The patent branch is almost a department in itself. From enquiries and evidence given, your Commissioners judge that a needless amount of circumlocution prevails in the management of this important office, which it should be remarked calls for a high degree of professional skill on the part of the examiners to conduct it properly. Your Commissioners are of the opinion that all persons charged with the responsibility of such examination should be persons of technical skill and scientific acquirements. In connection with the circumlocution above referred to, we call attention to the evidence given before the Commissioners by Mr. H. H. Bailey, which evidence was to a great extent corroborated by the Commissioner of Patents.

Your Commissioners were shown through the whole of the rooms connected with this branch, and followed the various processes observed in the issue of patents. In the record room are stored over 38,000 patents, all arranged in perfect order. Every patent before being issued requires the examination of the foreign patent records and exchanges, all which leads to a considerable amount of labour.

For the protection of models from interference after office hours in this department iron gates are needed.

Militia and Defence.

The arrangement of the rooms of this department immediately adjoining that of the deputy head, struck your Commissioners as being in some respects the most reasonable and business-like to be found in the whole of the departments. The Deputy Minister from his room commands the officers working in the large office adjoining, and can have complete supervision and control of the same. The arrangements here may serve as a model for any alterations to be made in the arrangement of the rooms in the other departments. In this department there prevails a system of what appears to be circumlocutory methods, and of written references passed from one officer to another, involving a multiplicity of correspondence and attention. Noticing the number of forms in actual use, they requested a copy of each, and found them to number 386. It is very possible that under the efficient control and supervision of a Civil Service Commission, a considerable saving might be effected in the number of men and the amount of time occupied in conducting the business of this department on these methods. In the numerous articles purchased for the use of the militia, as well as supplies of coal and other articles, there appears on the whole to be a judicious care for economy, although in some instances your Commissioners believe that better results could have been obtained by dealing with larger houses.

Your Commissioners visited the offices of the Director of Stores, the Adjutant General, and of the architectural staff. They also visited the militia storehouse in another part of the city, and found therein considerable stocks of clothing, accoutrements, arms and ammunition. The stores were all kept in good order, just as they would be in a business establishment. There is a certain amount of these stores that are becoming obsolete, and obviously from time to time, the various arms of precision need to be supervised, so that the latest and best may be procured, and be at the service of the militia of the country if called upon to defend it. This very large amount of property in the Ottawa store, of a value of about \$330,000, we found to be entirely without insurance. It is said, of course, that every precaution

is taken, but your Commissioners strongly recommend that the additional precaution should be taken of insuring this valuable mass of property, as it is well known that fires sometimes break out in an unaccountable manner, and in spite of all precautions taken. As the building is entirely separate from those of the departments, there is no reason why insurance should not be effected. A regular account of these stores is taken periodically and an examination made on the principle of a stock-taking, in a similar manner to the methods of a commercial warehouse.

The total value of all the militia stores connected with this department at all points in the Dominion is over \$1,100,000, not including guns. The report of the Director of Stores branch is appended to the schedule respecting the Militia Department.

Indian Affairs.

This department is exceedingly well placed in regard to rooms and space, and the arrangement of the offices leaves little or nothing to be desired. There is in fact a tendency, which in the opinion of your Commissioners should be rather repressed, to divide the large rooms into separate apartments by arrangement amongst the officers and clerks themselves. This department has room to spare rather than otherwise. The arrangement for the supervision of the Indian tribes in the Dominion from this department seem to be most complete, and as has been often stated before, the accounts and correspondence are well attended to. The department is an example to all the rest in having in one of its divisions a large vault wherein the books are put away every night, as they are in a commercial establishment.

The lands still held under reservation for various Indian tribes are all registered and noted in this department, and a large amount of technical work of the nature of surveying, drawing, drafting, map-making, is done in connection therewith. It was interesting to your Commissioners to note that several of the employees in this department are Indians themselves, one of them being a graduate of McGill University; and the testimony was that they performed their work with skill and efficiency.

The accounts kept with the various Indian tribes are voluminous and are of remarkable interest, and show at the credit of the larger tribes sums of money varying from \$66,000 in the case of the Chippewas of the Thames River to \$883,000 at the credit of the Six Nation Indians of the Grand River, the total amount of the Indian trust fund in charge of the department being over \$3,600,000. A large number of valuable and important records are kept in this department, especially the treaties made in former years, going back to the last century and the reigns of the English kings of that period. Many of these documents are original, and are of the highest interest and importance, yet they are liable at any time, should a fire break out, to be entirely destroyed. The vault referred to is in another part of the building and is used only by the Accountant's branch. There is no one thing that needs early attention from the Government more than this protection of documents and records that are simply invaluable, and the loss of which might bring many branches of the service into utter confusion.

Secretary of State's Department.

This department is largely one of office routine and the keeping of records, many of them of great interest and importance. A large amount of technical skill is evident in the manner in which the records are kept, commissions are drafted, and other work of a superior character performed. Your Commissioners arrived in these offices just as the hour of four o'clock had struck and on going through them found nearly all of them vacant, the greater part of the staff having left. We here found another instance of the tendency of the clerks and officers to isolate themselves, even when they are working in considerable numbers in a large room. This is a tendency that should undoubtedly be checked wherever it exists.

Geological Survey and Museum.

The absence of fire protection here is most painfully apparent, as there is contained within the walls of the museum a collection of almost unrivalled interest and value. There is no reason why insurance should not be effected, the building being entirely separate from those of the other departments. The department is a good deal cut up into small-sized rooms, but the work is almost wholly of such a technical character that this is really no detriment to its performance. A large amount of the work of this department is done in the summer time in explorations and surveys connected with the development of the mining interests of the country in all parts of the Dominion, but especially in the North-West. So far as the supervision and direction of all this is concerned, it seems to be well attended to, but there probably might be improvement in the way in which the accounts are kept. The system is very simple, as compared with that in use in other departments. Possibly its simplicity might be after all a recommendation rather than otherwise, but this is a matter which a Civil Service Commission can take time to determine. This department has the best system of recording attendance of any of the offices in Ottawa. Not only is the time of arrival noted, but the time of going to lunch and returning therefrom, and final departure entered, and though this may appear an elaborate system, it is well kept up, and is stated to be highly beneficial. It was stated to us that the increase in the expenditure of this department at times over the vote was wholly due to some men being employed on the survey through political influence, who were not efficient in the performance of their work.

The room for the library is far too small. A large amount of valuable documents is stored in the cellar, a place where they certainly ought not to be. The men who are in the field in the summer make up their reports in this department in the winter.

Department of Justice.

For a very clear summary statement of the various important matters dealt with in this department your Commissioners beg to refer to the schedule relating thereto. From the nature of the department it will be understood that the larger number of its officers are men of education and legal qualifications. The office is well manned, and we should judge economically administered. The department is fortunate in having its rooms all together, so that no loss of time is occasioned in conducting its business.

This department has control of the Dominion Police. The mention of these recalls again this matter of insufficient fire protection and also the protection of the departments generally. It is worthy of consideration whether, until proper arrangements can be concluded, it would not be well for the more dangerous places to be placed in charge both night and day of a sufficient number of this staff.

North-West Mounted Police.

On visiting this department we found Mr. White, the Comptroller, absent in the North-West. The chief clerk introduced us to the various rooms and explained the working of the establishment. The rooms are exceptionally convenient and well lighted. The control and direction of the men in the North-West and the disbursements in connection with their stores, arms, accoutrements, clothing, &c., struck your Commissioners as being very efficient. All supplies are purchased by tenders, and your Commissioners saw that most careful accounts are kept with respect to not only every man and every horse, with the antecedents and character of each, but every single article used by the whole force, so that if even a saddle or a horse-girth is lost it can be traced. This elaborate system of book-keeping, although apparently too much detailed, is no doubt a great check on waste and irregularities, especially considering that the force is wholly employed at an immense distance from Ottawa and is scattered over thousands of miles of territory. One of the book-keepers here, a so-called temporary clerk, struck your Commissioners as being an exceptionally competent man and as doing a very large amount

of work for the remuneration he receives. For the last six years this officer, besides working in the day, has systematically returned and worked until half-past nine in the evening.

It is interesting to note, and we are glad to put it on record, that about 300 of the men in the Mounted Police have savings bank accounts and are steadily accumulating money out of their moderate pay. The department in Ottawa keeps the accounts of these men. The effect of this on the *morale* of the whole force cannot but be highly beneficial.

Printing Bureau.

Two visits were paid to the establishment of the Queen's Printer, which is undoubtedly in a highly efficient and still improving condition. Great economies have been introduced in the management of the masses of printing and stationery required by the Government, and the erection of the building and the placing therein the improved machinery and quantity of type it contains has been amply justified by the result. Some of these economies are due to the present able incumbent of the office of Queen's Printer. This establishment is managed purely upon business principles, and its methods are exactly those of a large private printing establishment. There are between 300 and 400 operatives of various grades, besides a considerable staff of accountants, clerks and other officers. Every thing about the building indicates thoroughness and efficiency in carrying on the work, with the exception, perhaps, of certain details in the book-keeping of the offices, which the Queen's Printer informed us he was taking steps to improve.

The Government Printing Bureau being more of a business establishment than a department of Civil Government, requires special care lest inefficient workmen should be placed upon the staff. The Queen's Printer should be instructed to retain no one who cannot perform the average day's work of a printer as required in other offices, and every man recommended for employment should enter with that understanding, and with the knowledge that no protection or influence can keep him in the Bureau, unless he is willing and able to perform that daily task which the usage of the trade generally considers to be fair.

In the same manner the office hands should be selected from those who have technical knowledge if new men are to be taken on in the upper grades. This technical knowledge may be acquired in the Bureau if the newcomers enter at the bottom of the scale and work up by promotion, but clerks of the writer class are very seldom needed. There is no copying to be done. The work is ordering, receiving, and despatching goods to the Stationery Department; and taking orders and superintending work in the Printing Department. A knowledge of the paper and printing business is essential even in the Accountant's office, for there the cost of work is checked, and if a simple writer is put into the office he cannot help in the work but has everything to learn. He is in the way, blocking more useful clerks, while his salary grows by accretion.

Privy Council.

The department of the Clerk of the Privy Council is remarkably well lodged, and the officials therein are generally of a high grade of intelligence. This, as will readily be perceived, is necessary in conducting the work, which is almost wholly of a highly confidential character. The records of the department are kept with a remarkable degree of completeness, and it was demonstrated to your Commissioners, during their visit, that information with regard to subjects debated in Parliament many years ago, and remarks made thereon by any individual member who might be named, were available within the space of a few minutes.

The Clerk, Mr. McGee, had some ideas to communicate with regard to the re-arrangement of certain matters of work between his own and other departments. The time at our disposal would not permit us to do more than simply note the fact. It is a matter which can very properly be dealt with by a Civil Service Commission when that Commission gets into operation.

Parliamentary Library.

Your Commissioners paid a brief visit to the Library, respecting the extent and completeness of which they scarcely need to say a word, as it is, perhaps, the best known of any of the buildings. They were conducted through the various rooms of the Library by the two Chief Librarians, who explained to us the methods on which it was managed. The Library is stated to contain about 150,000 volumes, and the opinion was expressed that so far as practical usefulness was concerned, it was equal to the library in the Capitol at Washington, though that contained about 500,000 volumes. There is an annual grant by Parliament of \$10,000 for the purchase of new books, and the librarians are constantly on the watch for opportunities of securing such as are worthy of being purchased, and in the most economical manner.

Closing Remarks.

The inspection of the offices which was carried on, led us to be about the various buildings a good deal between four and six o'clock, and produced the conviction that better means should be taken to protect the departments from intrusion after certain office hours. At present the corridors and passages are almost as public as the open street, yet from want of space in certain departments, immense numbers of valuable records and large masses of correspondence are to be found stored in cupboards standing therein.

In the departments in Washington, as one of our number had recently reason to observe, the doors are closed at a certain hour in the afternoon, after which no person can be admitted, unless he can show to the messengers in charge that he has business to transact in the departments.

We remark in conclusion that with regard to the various matters in which we found defects to exist, there can be no doubt that the inspection and supervision of a Civil Service Commission would remedy them all within no great space of time. But in order to insure its being done, it is a *sine qua non* that the Commission be clothed with sufficient powers by Parliament. Unless this is done the conviction of your Commissioners is that the Commission will degenerate into a mere *pro forma* machine, exercising its functions in a mechanical manner, and so become a mere useless appendage, the whole cost thereof being thrown away.

All of which is respectfully submitted,

GEO. HAGUE,
E. J. BARBEAU.

J. H. FLOCK, *Secretary.*

OTTAWA, 21st April, 1892.

CLOSING MEMORANDUM BY THE CHAIRMAN.

To His Excellency the Governor General in Council.

MAY IT PLEASE YOUR EXCELLENCY :—

The undersigned having been Chairman of the Commission from the beginning, desires to put on record a few closing observations :—

1. The subject, as it opened up before the members of the Commission, widened out into so many ramifications of enquiry that every member of it has felt that the time has been only too restricted for enabling them to weigh and digest the valuable mass of evidence taken on the subject, as well as the large mass of evidence presented to the notice of Commissions that have sat on the same subject in England.

This restriction of time has been especially felt in connection with the important subject of superannuation, with respect to which two ideas have pressed themselves upon our consideration during the short time we were able to devote to the subject, namely : first, that it is not a fair presentation of the subject to put it in the form of bare receipt and expenditure, as is now done, unless there is appended a calculation of the amount saved in the salaries of officers who have been retired ; and second, that there does seem a necessity for revising the present method, in view of the hardships suffered by the families of deceased officers, who have paid considerable sums towards superannuation, but have never derived any benefit from it.

2. If business methods are to prevail in the internal organization of the service, the undersigned is of opinion that an approach should be made, as early as circumstances admit, to the division of the service into two classes only, to be called respectively Officers and Clerks, the first having responsibilities of management and superintendence, and the other that of clerical work, whether of a preliminary or advanced character. These would be paid by yearly salaries. Below these, of course, there would be messengers and mechanics of various kinds, who would be paid a certain rate per day or per week.

He is of opinion that a system of this kind would act as a constant stimulus to the members of the service to perform their duties efficiently, and so fit themselves to rise from the lower to the higher rank. Along with this, that there should be established a regular system corresponding to that which obtains in banks and railway corporations, of the entrance of young men into the service at a low salary, to be regularly trained for Government employment by actual work in the offices. He is convinced that a large measure of economy would result from the adoption of methods of this character.

3. Having had an opportunity, during a brief visit to Washington during the sitting of the Commission, to make some enquiry into the methods of the Civil Service there, and especially into the working of open competition, he begs to say that the system of such competition has worked admirably, and is carried out in a most business-like and efficient manner, under the direction of the Commissioners who have charge of it. This system has undoubtedly corrected many grave abuses formerly prevalent in that service, and its methods will be well worthy of the attention of the Board of Civil Service Commissioners. Knowing that the present Postmaster General was a man of eminent business qualities and experience, it was felt to be most desirable to have an expression of his views, and a letter was accordingly written to him on the subject, which brought forth the following reply, which contains many points well worthy of consideration :—

“OFFICE OF THE POSTMASTER GENERAL,
“ WASHINGTON, D.C., 25th March, 1892.

“SIR,—I beg to acknowledge receipt of your letter of the 21st instant, stating that you have been appointed by the Government of Canada Chairman of a Commission to enquire into the workings of the Civil Service. You request information as to the workings of a similar system in the United States. Of course I cannot undertake to answer for any other department than my own. I may say, with reference to open

competitive examinations for original appointment, that so far as the clerical force is concerned they result, in the main, in securing honest, capable clerks. However, it has been found preferable to put into operation lately a plan by which all vacancies in the central department at Washington are to be filled, not directly from the eligible list of the Civil Service Commission, but through transfer from the railway mail service, or from one of the 52 large city post offices, of clerks who have had some previous postal experience.

"This plan has two advantages: 1st. The one to which I have alluded, by which only experienced postal clerks are secured for the Washington department; 2nd. That better service is obtained through the inducement held out to the clerks in these 52 offices and in the railway mail service of promotion to Washington, if they deserve it.

"So far as the railway mail service is concerned, the appointments made from the lists of the Civil Service Commission are not so satisfactory; and this arises, I conclude, after enquiry, chiefly from the fact that there is not a sufficient physical test required from the applicants. That point for the railway mail service should be carefully provided for.

"I beg, furthermore, to say that these remarks are best borne out by the statement that while the cases are rare in which candidates are dropped from the central department force during probation, a large proportion of the probationers in the railway mail service are dropped, the number failing to do their work properly in that service having for a long time been from a quarter to one-third of those certified as fit for appointment. If we could come into personal contact with the candidates, and require adequate physical examination, so many of our probationers would not be men of imperfect sight, or weaklings unfit for the work.

"In regard to your enquiry as to how to promote a business-like spirit of work in the offices, keep out laziness, loafing, and inefficiency, as well as how to manage promotions so that the competent and able men will get on and the other men be left behind; and how to get rid finally, in defiance of political influence, of men who prove of no use after trial, and of those who have fallen into confirmed bad habits, I have the honour to state that the desired ends, it is believed, have been fully met by a plan of competitive examinations upon merit, inaugurated in this department 1st July last, and on 30th November extended to each of the 52 large city post offices. Immediately upon the occurrence of a vacancy in this department, the clerks in the next lower grade are entitled by right to compete in a written examination for the promotion, which written examination counts as for 40 points only in a schedule of 100. The remaining 60 points are embraced in a daily office record of efficiency, kept in every division of the department, so that practically each clerk is passing an examination daily. The averages made by the candidates in the written examination and in the daily office record are combined, and upon this basis alone are promotions made. They are removed absolutely from every other influence.

"The benefits of this system it is difficult to over-estimate; it has resulted in a reduction of petty absences and derelictions, and in securing a greater quantity and a better quality of work through the entire department. Each clerk seems to feel that his advancement depends entirely upon himself.

"A somewhat similar system is in vogue in the railway mail service. Once each quarter the records of efficiency in the department and the post offices are reviewed by the departmental Examining Board, and if any of the clerks are found to be below a fair average of efficiency, they are admonished that unless an improvement be made on the succeeding quarter the question of reduction of salary will come up for consideration; if there be no improvement for two or three successive quarters, there is strong probability that a dismissal will be recommended.

"I send you herewith, for information, copies of two orders upon this subject."

"Yours respectfully,

"JNO. WANAMAKER,

"Postmaster General.

'GEORGE HAGUE, Esq.,

"Care Merchants Bank of Canada,

"Montreal, Canada."

The undersigned cannot allow these reports to close without bearing testimony to the great assistance the Commission received from the Deputy Minister of Finance, whose intimate knowledge of the business of the departments prepared the way for much of the work that has been done, and enabled it to be carried out in far less time and yet with far more thoroughness and efficiency than would have been possible under any other circumstances.

Respectfully submitted,

GEO. HAGUE,
Chairman.

MONTREAL, 23rd April, 1892.

CIVIL SERVICE COMMISSION.

MINUTES OF EVIDENCE.

TUESDAY, 22nd December, 1891.

Mr. JOHN J. MCGEE, Clerk of the Privy Council, was called and examined:—

1. Give the number and cost of permanent staff at Ottawa of the department of which you are deputy, in 1882 and 1891, respectively. Also, number and cost of extra clerks or other officials in all its branches, whether paid out of civil government funds or otherwise, in 1882, and also in 1891?—I had already prepared a comparative statement showing the work done in the Privy Council office in years 1871, 1881, 1890 and 1891 prior to the receipt of your circular. The work done in the years 1881 and 1882 was practically the same as regards this office. This statement is as follows:—

(a.) Comparative work in 1871, 1881, 1890 and 1891.

(b.) Theoretical organization of this office as assigned by the Civil Service Commission in 1869.

(c.) The expenditure in 1871 and 1881.

(d.) Proposed organization to meet the requirements of the present work of this office.

(e.) Duties assigned to the various grades of officers.

The system and assignment of duties to the various clerks have been the gradual outcome of a confidential report I made to Sir John A. Macdonald, the then President of the Council, in 1882, and which was approved by him at that time. I have been working on this basis to the present time, but owing to circumstances over which I had no control, I have been obliged to assign to a temporary man a first clerk's work, and to three other temporary men second-class clerk's work. The other temporary men are assisting the permanent third class clerks.

What I now ask is that my organization be approved by Parliament so that these temporary men may be permanently appointed to the grades I have assigned them.

PRIVY COUNCIL OFFICE.

COMPARATIVE Statement of Work, &c., 1871, 1881, 1890, 1891.

	1871.	1881.	1890.	Ap- proximate, 1891.
Entries in Register and Despatch Book	1,512	2,025	3,249	3,652
No. of Orders in Council passed	1,237	1,713	2,715	2,880
No. of folios in O.C.	3,396	4,539	9,970	11,300
No. of references to Departments	462	686	1,778	1,926
No. of O.C. sent to Governor General	56	87	120	170
No. of O.C. sent to High Commissioner	None.	None.	100	140
No. of O.C. sent to Secretary of State Dept. for Lt.-Governors	70	27	71	70
Applications by outside persons for copies of docu- ments	No record.	5	129	160
No. of semi-official letters	No letter book	102	1,850	1,250
Translations	No record.	5	85	90
Plans, maps, &c.	No record.	10	350	360
Total folios copied and Hours of comparing	11,000	16,000	73,500	84,470
No. of missing documents	795	860	970	1,200
No. of employees	16	20	43	37
Salaries of permanent staff	\$ 13,236 33	\$ 14,392 50	\$ 24,092 50	\$ 25,006 00
Contingencies	7,000 00	3,000 00	15,100 00	11,100 00

NOTE I.—For 1871, one first-class clerk engaged in recording Orders in Council in a book and indexing same.

NOTE II.—For 1881, one second-class clerk and one third-class engaged in recording Orders in Council in a book and indexing same. This work was over two years in arrears at this date, and was only written up to the end of the year 1882, when it was discontinued. This work was never examined; it was found to contain mistakes and so pronounced to be worthless and unnecessary. In substitution therefor there has been adopted a synoptical minute book.

NOTE III.—Much other work for respective years cannot be classified.

NOTE IV.—Number of missing documents between Confederation, 1867, and 1881, about 10,000.

NOTE V.—Number of missing documents from 1881 to 1891, about 3,000.

NOTE VI.—Number of missing documents recovered from Confederation, 1867, to 1891, about 1,000.

NOTE VIII.—Statement of work furnished by the several departments, in 1871, 1,414; 1881, 2,517; 1890, 5,234; 1891, 5,457.

NOTE IX.—Mr. McGee may remark that 1881 is the date of his incumbency.

THEORETICAL Organization of the Privy Council Office, as assigned by the Civil Service Commission in 1869.

No.	Rank.	Average.
		\$ cts.
1	Clerk of the Council	2,600 00
1	Assistant clerk (chief clerk)	2,000 00
1	1st class clerk	1,500 00
1	2nd class clerk	1,250 00
2	3rd class clerk	1,400 00
4	Messengers	1,800 00
10		10,550 00

AUTHORIZED Expenditure of the Privy Council Office in 1881.

No.	Rank.	Salary.	Total.
		\$ cts.	\$ cts.
1	Deputy Head, Clerk	3,200 00	
1	Chief clerk, assistant	1,612 50	
1	1st class clerk	1,450 00	
4	2nd class clerks	4,200 00	
2	3rd class clerks	800 00	
	Private secretary	600 00	
5	Messengers	2,530 00	
5	Extra clerks		14,392 50
			567 50
19	Total		14,960 00

NOTE.—Clerk of Crown in Chancery not included in expenditure.

AUTHORIZED Expenditure of the Privy Council Office in 1891.

No.	Rank.	Salary.		Total.	
		\$	cts.	\$	cts.
1	Deputy Head, Clerk.	3,200	00		
1	Chief clerk, assistant.	2,400	00		
3	1st class clerks	4,600	00		
7	2nd class clerks	9,400	00		
4	3rd class clerks.	3,055	00		
	Private secretary	600	00		
5	Messengers	2,500	00		
15	Extra clerks			25,755	00
				5,125	00
36	Total			30,880	00

NOTE.—Clerk of Crown in Chancery attached to Privy Council Office by Order in Council 4th May, 1886. Not included in this expenditure.

PROPOSED Organization of the Privy Council Office.

No.	Rank.	Average.		Total.	
		\$	cts.	\$	cts.
1	Deputy Head, Clerk	3,200	00		
1	Chief clerk, assistant	2,400	00		
4	1st class clerks	6,000	00		
8	2nd class clerks	10,000	00		
4	3rd class clerks.	2,000	00		
	Private secretary	600	00		
5	Messengers	2,500	00		
8	Temporary clerks			26,700	00
				4,000	00
31	Total			30,700	00

NOTE.—Clerk of the Crown in Chancery not included in this organization.

COMPARATIVE statement of work furnished by the several Departments in 1881 and 1891 to the Privy Council.

Departments.	1881.			1891.		
	Entries in Register.	Number of Folios (Approx.)	Percent of Work.	Entries in Register.	Number of Folios.	Percent of work (Approx.)
Finance	103	310	5	159	810	5
Justice	211	800	13	283	1,240	8
Railways and Canals	335	660	11	468	2,010	13
Marine and Fisheries	261	540	9	717	3,460	22
Customs	139	240	4	132	630	4
Agriculture	57	400	7	121	480	3
Public Works	175	370	6	177	940	6
Privy Council	98	460	8	789	990	6
Post Office	54	100	2	414	640	4
Secretary of State	394	400	7	268	810	5
Interior	64	400	7	316	1,230	8
Militia	69	180	3	95	310	2
Inland Revenue	155	250	4	140	170	1
Indian Affairs	124	200	3	153	320	2
Treasury Board	278	690	11	1,225	1,710	11
	2,517	6,000	100	5,457	15,750	100

"PERMANENT" Temporary Clerks in the Privy Council Office, December, 1891.

Name.	Age.	Passed Civil Service Ex- amination, &c.	Salary.	Duty.	
			\$		
D. Burke.....	35		1,100	Doing 2nd class clerk's work.	
Wm. Loux.....	34	Graduate McGill University.....	1,100	do 1st	do
F. Chadwick.....	42		730	do 2nd	do
W. C. DesBrisay.....	40		730	do 2nd	do
J. M. Plunkett.....	26	Passed (?)	550	do 3rd	do
J. M. Lefebvre.....	25	do C. S. Exam.	550	do 3rd	do
A. Bliss.....	28	do (?)	550	do 3rd	do
G. C. Kezar.....	21	do C. S. Exam.	550	do 3rd	do
J. R. Fraser.....	38		550	do 3rd	do
Mmes Beaudry and McDonald.....			400		
			each.	do 3rd	do
W. Polette.....	35	Graduate.....	550	do • 3rd	do
J. H. Tracey.....	17		550		
W. Strachey.....	24		400		

In addition to these, there are at times two or three persons employed at extra work.

ASSIGNMENT OF DUTIES TO STAFF.

Chief Clerk (Assistant Deputy), Mr. Pope.

1. Register and despatch books ; indexing same.
2. Cross references, minute references, &c., &c.
3. Departmental references.
4. Collection reports of Council, papers, &c.
5. Despatch book, entries of Orders in Council and references.
6. Distribution.
7. Minute book, being a précis of Orders of Council.
8. Amending and cancelling Orders in Council.
9. Connection of Official Gazette and Sessional Papers with Orders in Council, despatches, &c.

10. General responsibility for the accuracy of recording, &c.

All the above is of an exceedingly confidential character, and requires besides great discreetness, care and accuracy, and punctuality at the office.

Assisting Mr. Pope there are two second-class clerks, one of whom attends to Nos. 4 and 5, and in addition to which he attends to the semi-official correspondence of the Deputy, keeping the register of same. The other attends to Nos. 7, 8 and 9, and other work assisting Mr. Pope.

Prior to my incumbency, the work as indicated above in headings 1, 4, 5 and 6 was done by the assistant clerk, and the work under 2, 3, 7, 8 and 9 was not done at all.

Four First-class Clerks.

One general man supervising minutes and cross references, general work.

The second replaces the assistant clerk or any first or second-class clerk, and generally takes hold of the office duties.

The third is for specific work and indexing a proposed particular and decennial register.

The fourth, searches and records, &c.

Eight Second-class Clerks.

Two second-class clerks for drafting minutes, &c.
 The third having charge of the draughting, stationery and accounts, &c.
 The fourth, translations and general work.
 The fifth having charge of the records.
 The sixth having charge of the copying room.
 Two assisting Mr. Pope, the assistant clerk, as above indicated.

Four Third-class Clerks.

One of these, besides copying, assists with the maps and in the stationery room.
 A second, besides copying, assists at translating.
 A third assists the clerk in charge of the copying room.
 The fourth, general copying.

Besides these there are eight temporary clerks as copyists or type-writers.

2. How should the Board of Civil Service Examiners be constituted, and what should be their powers?—I am of opinion that the appointment of an independent Civil Service Commission such as obtains in England or the United States would, at the present time be inopportune, and as the best substitute I suggest that deputy heads of the several departments should be constituted a Civil Service Board and should be the Board of Examiners as well, having a permanent secretary. The deputy heads, understanding the requirements of the service, are in a position to know the kind of men needed and the best means of testing the ability of applicants. They, too, are of all men most interested in securing good material for the service. The bringing of them together as an organized body would have a most beneficial effect. They could settle any clashing and make general rules on general principles to apply to all the departments. No men could do more for the good of the Service than they, provided that they were thoroughly in accord and in earnest in the work. Some may object to this arrangement, on the ground, as it may be alleged, that it would throw too much work on the deputies. In answer to this I have prepared a statement showing the amount of work that would probably arise in conducting the examinations.

The duty of examining the Civil Service examination papers would entail extra labour and occupy time, as shown in the following observations. Through the courtesy of the Principal of the Normal School I was furnished with information upon this subject in answer to my inquiry:

How many examinations a year are held? About how many candidates are examined each year? The number of subjects written on and the number of pages on each subject.

Examinations are held twice a year. About 250 are examined at each examination. Each candidate is examined on five subjects, the answers would average eight pages or in all about forty pages of matter to be examined for each candidate. The examination of these papers amounting to 10,000 pages, is performed by five examiners who are obliged to send in their returns within ten days from their receipt.

At the Civil Service examinations held in November last, 396 candidates presented themselves for the preliminary examination, 378 for the qualifying and 75 for optionals.

The candidates for the preliminary are examined in five subjects, those for the qualifying in eight subjects and those for optionals would average two subject, or

394 preliminary × 5	1,970
378 qualifying × 8	3,024
75 optionals × 2	150

5,144

subjects of three pages each, equal to 15,432 pages, which apportioned to the 19 Deputy Heads would give each of them 812 pages, which distributed over a period of ten days would be over 80 pages a day. It will be observed that though ten days work are mentioned, they would not all be at one time.

Under the present regime the three Civil Service examiners, two of whom are occupied to a large extent with their official duties each day between 9.30 and 4 p.m. have been able to furnish complete returns within six weeks of the date of examination.

Should the labour of examining the papers prove too onerous on any of the deputy heads the same rule could be followed as is practised in universities and in the normal school examinations, the assistance of duly qualified and appointed examiners could be obtained at a very small outlay, that is to say the returns of the examination papers would be done in ten days instead of, as at the present, taking six weeks.

Furthermore, the number of candidates at the recent Civil Service examination was exceptionally large, and my estimate may be looked upon as an outside one.

There does not appear any necessity for the meetings of the board to be held oftener than once a month.

In a large measure the secretary of the board could perform all the work as regards correspondence and the furnishing of lists of candidates, and writing out the certificates of examination.

The preparation of examination papers would not be very extraordinary additional work when divided among so many persons.

The cost of an independent commission, I believe, would be over \$10,000 a year, whilst the cost of a board, as I suggest, would be less than \$2,000 a year.

3. Should all appointments be the result of competitive examination? What, if any, appointments should be made without examination? Should there be an age limit in the case of all appointments; and state what, in your opinion, the maximum and minimum ages should be?—I believe in competitive examinations, pure and simple, for the inside service only, the outside service remaining under the present system of examinations. There should be a probationary term of not less than six months nor exceeding one year, with power of rejection at any time. The appointment after probation should be confirmed by the Governor in Council and the confirmation should be statutory and obligatory, so that the person should not be affected in any way.

Open only to residents of Canada for the three years immediately preceding such examination.

Age limit between 18 and 40.

It will be necessary to hear my details of this scheme to understand how the competitive system would be worked out.

4. Should deputies be appointed during pleasure or during good behaviour? Should their responsibility and powers be extended, and if so, in what direction?—The deputies should be appointed during good behaviour and should be on the same footing as the Auditor General.

5. Should there be any third-class clerks at all? If so, what should be the limitation as to salary? Is the present maximum (\$1,000) too high? Should there be an intermediate class, ranking lower than second and higher than a third?—Yes; there should be a very limited number of third-class clerks in each department. The maximum salary should be \$1,000, and upon the adoption of a competitive examination, the minimum should be \$500.

There should be no intermediate class.

6. In adding for optional subjects should there not be some understanding that the optional subjects were necessary in the duties of the office to which the appointment is made?—As I advocate competitive examinations pure and simple, with the probationary term, there can be no option.

7. Are the recommendations for increases of salary always made with due consideration, or are they in a very large measure perfunctory?—Perfunctory with one exception, who was deprived of his statutory increase.

8. Is it desirable to have an annual fixed date at which all increases of salary should take effect?—There should be an annual fixed date at which all increases of salary should take effect. They should be computed from the first of the next official quarter and paid upon the 1st July, when voted by Parliament without any Order in Council.

9. Should there be general preliminary examinations for all departments, or should there be special preliminary examinations for each department?—A competitive examination should be held once a year.

10. How and by whom is the selection made from the list of qualified candidates in your department? Did you ever report against an official during the term of probation, and was another trial allowed, as provided in section 36, sub-section 2?—The rule has been that the head of the department indicated the man that he wished to be employed.

11. What is the practice in your department in regard to the appointments of persons having professional or technical qualifications, and have you ever had an examination held in any such case?—A technical officer was transferred to my department without examination.

12. Is it desirable to have promotion examinations, or if not, what would you recommend to be substituted?—I am in favour of competitive promotion examinations, with a probationary term of not less than six months or exceeding one year, and with power of rejection at any time.

13. Have promotions in your department been made only when vacancies were to be filled or has it happened that an officer has, while continuing in effect to perform the same duties, been promoted to a higher class?—Promotions in my department have been made only when vacancies existed. The work is so distributed that the higher grade officers are called upon to perform work of a higher class and involving more responsibility.

14. Is it desirable to make to the Civil Service Board a yearly estimate of the vacancies likely to occur during the year?—Yes; such an estimate should be made and published in the Gazette as at present.

15. If promotion examinations are deemed desirable, should the officers earning the higher number of marks be the successful candidates, or should the promotions be made on the report of the head of the department, based on the recommendation of the deputy head?—I am in favour of competitive promotion examinations in duties only, the officer receiving the highest number of marks, in addition to efficiency marks awarded by the deputy head, valued under the headings of sobriety, reliability, punctuality and application, should be promoted.

16. Should not promotions be made by Order in Council?—Those receiving the highest number of marks should *de facto* receive the promotion on probation. The promotion after probation should be confirmed by the Governor in Council, and the confirmation should be statutory and obligatory, so that the person should not be affected in any way.

17. Did the head of the department ever reject any man who has been promoted?—No.

18. Has any officer in your department after being promoted turned out to be incapable, and was the attention of the head of the department called to the case, and was such promotion cancelled?—No.

19. Have you at any time by your certificate in the promotion examination enabled the candidate to pass whom you deemed unfit?—No.

20. Did you ever in respect of the efficiency mark give a less percentage than 30 per cent in the case of any candidate in your department seeking promotion?—No.

21. Should not exchanges of positions be made on the report of the deputy heads of the departments concerned?—Yes.

22. Are exchanges ever made for the convenience of officers and not for the benefit of the departments concerned?—A. The only exchange of position made in my department was made to suit the purposes of those officers exchanging, but the service did not suffer thereby.

23. Should the temporary clerk or writer class be extended, or limited or abolished?—I am in favour of the employment of duly qualified temporary clerks as exists at present. Temporary clerks should not be treated differently from permanent clerks and should be under the same discipline.

24. Have you given any thought as to the desirability of having a junior division or boy copyist class?—I am opposed to boy copyists or a writer class, as first, no doubt it would have a tendency to make the permanent staff inclined to loaf, if they knew those could be called in to assist; second, it would be altogether inapplicable in this office on account of the peculiar confidential nature of the work. The “permanent” temporary clerks as they exist in this office are the most suitable, because they, as well as the permanent men, know if the work is behind that they will be kept in till six o’clock, or later if necessary, on reasonable grounds.

25. Do you recommend the creation of such a class?—No; I think it would be injurious to the service.

26. State generally your views as to the expediency of having a high grade permanent staff and lower grade writer and boy copyist classes?—I am in favour of the present organization; I do not think that a high grade permanent staff and a lower grade writer class would be practicable.

27. Under the present system, in what manner do you ascertain the necessity of employment of extra clerks?—When work increases more assistance becomes necessary.

28. Do you invariably select from the list of passed candidates; if not, are enquiries made as to the fitness of persons who are on such lists?—The selections are always made by the head of the department.

29. Have you any women clerks employed in your department? Are they generally efficient and are there any branches in your department in which women clerks could be exclusively employed?—A few elderly ladies are employed under special circumstances, as temporary clerks. In my office I think it is inexpedient to employ women clerks.

30. Should there be a general provision for equal leave of absence for all classes or should not length of service, nature of appointment and responsibility of office be factors in considering the extent of leave to be given?—The deputy head should determine the time at which the statutory leave of absence should be taken. The deputy head should have power to grant leave for a term not exceeding one month in any year; and the Governor in Council to grant leave not exceeding twelve months.

31. Should not leave or absence be compulsory?—The present law seems to require no alteration. This applies more to banks.

32. Should there be a limit, and if so what, in the case of leave on account of sickness?—The limit fixed by the present law, twelve months, does not seem to require any alteration.

33. Has the business of your department suffered, and to what extent, through the granting leave of absence or otherwise?—No.

34. In your department, have any abuses prevailed as to the granting of leave of absence?—No.

35. Should there be a system of fines for small offences?—No necessity has arisen for the application of fines in my office. If the offence is grave the official should be suspended. With regard to this I believe whenever any irregularity is considered sufficiently grave by the Governor in Council, the Governor in Council should appoint a judge to investigate the irregularity, &c., and he should report to the Governor in Council, adding thereto his recommendation.

36. Is it advisable to re-instate an official who has resigned his appointment without the recommendation of the deputy head?—The re-instatement of men who have resigned or who have been superannuated is not, in my opinion, beneficial to the service.

37. Should any test of competency to perform the required duties be shown, and is it necessary to appoint at the same salary?—Answer under 36. I am opposed to re-appointment.

38. Do you strictly observe the law regarding the attendance book? Do all your officers sign the book? How do you deal with those who are late in attendance?—All the men in my department observe the law regarding the attendance book except the Clerk of the Crown in Chancery who does not sign the book. At 10 a. m. a line is drawn across the book, and the men who come after that hour sign under this line. As a matter of fact men are very rarely late.

39. Have you any suggestions to offer as to the Civil Service Act in general or as to your own department in particular in connection therewith?—I find the working of the Act in my experience to be cumbersome and impracticable; it should be wiped out and a new and simple Act introduced and passed by Parliament instead.

40. Have any difficulties arisen in the conduct of the business of your department arising out of the provisions in the Civil Service Act?—Answer under 39.

41. Have many changes in the character and extent of the service required in your department occurred since the passage of the Civil Service Act, and have as a consequence the duties in your department, or of any branch or any officer of your Department, been varied?—Very many changes have taken place in the department since the passing of the Civil Service Act in 1882. At that time the work done in the Privy Council office was mainly making out the minutes of Council, copying and distributing them to the various departments. There was no classifying of duties at that time, and all clerks under the rank of the assistant, no matter what class they were in, were called upon to perform this work; a third-class clerk at \$400 was doing exactly similar work with a clerk at \$1,800. Since then the volume of work has very greatly increased, as my tabular statement in answer to question No. 1 will show. New duties have been thrown upon the department, and it has been necessary to classify the work and distribute it so that the higher grade clerks should have time to devote themselves to the higher class work, leaving the work of a more mechanical nature to be performed by the lower grade clerks.

42. Have any persons found their way into the service of your department who, either from defects existing at the time of their appointment, or from advanced age, or from bad habits, are ineligible for retention in the service?—Yes.

43. Are the number of persons employed in your department out of proportion to the increase of work?—For the performance of the higher class work my proposed organization provides a sufficient staff. With regard to the copying, however, a difficulty arises. The late Premier laid down the rule that every copy should be sent out within 48 hours from the time that instructions were issued. The work in the office, however, due to the action of Council, is so spasmodic that frequently such a number of documents are passed that the services of at least 20 men would be necessary to carry out this order. During the past year, with my present staff of copying clerks (10 in number), the average delay has been seven days. If the copying staff were increased to twenty, of course at times the men would be idle. If the Government do not mind the expense and the disastrous effects of having idle men about the office, the difficulty is solved. But if expense is a consideration, and the evil of having idle men about the office is to be avoided, some change is necessary. I desire most earnestly to invite the consideration of the Commission towards finding some solution of this vital question in which, not only my office, but the public generally, are so much concerned.

44. Has the work of your department increased beyond the capacity of the permanent staff, and if so, has it led to the employment for lengthy periods of temporary clerks, and has the rate of remuneration of these temporary clerks been increased from time to time?—The work of the Privy Council office has increased beyond the capacity of the permanent staff to an extraordinary degree, as much as 500 per cent (as usually accepted) during the last ten years in some cases; this of course has rendered necessary the employment of temporary clerks. Increases in the rate of pay have been made. It would be impossible to carry on the work without temporary clerks. In consequence of the employment of temporary clerks it is claimed that the permanent staff are prone to let their work get behind, knowing that the extra help is available. As far as this charge is concerned with respect to my office, I can truthfully say that my permanent staff are an exception, as the amount of work done by them will show.

45. Have you any suggestions to make, more particularly in connection with any rules laid down under existing statutes, that have been found inconvenient or impracticable and that would lead to irregularities?—All rules and regulations in existence before this should be completely swept away, and a clear field left.

So as to insure uniformity all regulations or rules instituted for the governance of the Civil Service should be made upon the report of the Civil Service Board (deputy heads), subject to the approval of the Governor in Council, and all should be published in the *Canada Gazette*, so that the departments may know what regulations are laid down for their guidance.

46. Have you any suggestions to make in connection with the imposition of checks upon the admission of ineligible candidates, or in regard to the giving of proper facilities for relieving the service of useless members?—It is believed that by the system of competitive examination to the inside service, a check will be placed upon the entrance of ineligible candidates; the term of probation being obligatory provides another check.

47. Is it desirable for officials to sign the attendance book when leaving the department for any purpose?—From my experience there has been no necessity shown for it,

48. In your opinion, are the office hours, 9.30 a.m. to 4 p.m., sufficiently long, or could they be extended in your department with advantage?—The office hours mentioned are sufficiently long; the lengthening of the hours of attendance would prejudicially affect this department, as generally much longer hours of necessity prevail, owing to the Council sitting until a late hour; it has been calculated that 500 extra hours, amounting to about 83 full working days in the year, have been given by the Privy Council staff. Lengthening the hours would deprive us of the benefit we occasionally get, of leaving the office at 4 o'clock.

Out of the 15 statutory holidays this year, the whole staff were obliged to attend the office on 12 of those statutory holidays, and on nearly every Saturday besides; on one occasion some of the staff stayed the whole night until 4 o'clock in the morning. At times, under press of work, myself and some of my staff have been in the morning at 8 o'clock.

No extra pay was ever allowed for such extra hours of work.

In this department the hours have been regulated by the sittings of Council.

I therefore recommend that the office hours of the Privy Council Office should be from half-past nine sharp until four, and on Saturdays from half-past nine sharp until one o'clock. The arrangement for luncheon hour in my office to remain as at present.

49. Have any abuses prevailed in your department as to the length of the working hours?—No.

50. Is it desirable that the officials should leave the department for luncheon?—Yes, for a limited time, it being believed that more effective work will be done. In this department it is a virtual necessity, as the men never know whether they will get out finally at 4 or at 7 o'clock.

51. Do all your officers leave for luncheon at the same time? If that is the practice, is an arrangement made whereby the business of the department does not suffer through their absence? What length of time is given for luncheon?—All the officers do not leave for luncheon at the same time; an arrangement is enforced under which there is an officer in every room in the department during the time given for luncheon.

52. Do you take care to ascertain that the length of service recorded in the Civil Service list is correct in the case of officials attached to your department, and that in case of those officials who come under the provision of the Superannuation Act, such service is only entered as would be counted for superannuation?—The Civil Service list in its present form is not sufficiently complete to afford an authoritative record, and I do not ascertain from the original documents whether the record of service given by my clerks is perfectly accurate. If it is contemplated to have a perfectly accurate record, some other mode of preparation should be adopted.

53. In your department are the officials generally aware of the Treasury Board Minute of the 28th January, 1879, respecting the use of political influence; is its spirit generally observed; and in case of infraction has the attention of the head of the department been called thereto?—Yes. Political influence has had everything to do with promotion, the friends of the clerks being interested in their promotion.

54. Is it desirable that a fixed daily allowance should be given for travelling expenses, or would it, in your opinion, be preferable to reimburse the actual outlay incurred?—I am in favour of a fixed travelling allowance, and would suggest the following scale :—

For deputy heads and some other officers a per diem allowance should be \$5 in Canada, and \$10 when outside of Canada ; for those of lower rank, \$3 per day in Canada, and \$5 outside. I would include, in the allowance to the deputy heads, the following officers :—

The General.

The Adjutant General.

Chief Engineer of Railways.

do Canals.

do Public Works.

Chief Architect do

Inspector of Penitentiaries.

Land Commissioner Smith.

Librarian DeCelles.

do Griffin.

55. Do you make in your department the same allowance for travelling expenses for all classes of officials and for all services, or do you discriminate and to what extent?—Do not have any ; no difference needed.

56. In your opinion, is a Superannuation Act necessary in the interest of the public service? If you deem it necessary, do you consider it advisable to restrict the operations to certain classes of officials having distinctive duties or otherwise? What change, if any, would you propose as regards the officials of your department?—The Superannuation Act just at present with certain modifications, is the best I know of.

57. Do you consider the ten-year term sufficient, or would you increase the number of years to be served before an annuity be granted?—I consider the ten-year term sufficient.

58. Do you consider as the rule the age of sixty years to be a proper age for retirement?—I am not in favour of setting any time limit for retirement ; I believe a man's services should be continued as long as effective.

59. Would you deem it desirable to have all officials retire at a certain age, and what would be your view as to that age?—No. I believe it to be against the public interest.

60. Would you grant the option of retirement to any official who wishes to retire from the service, and at what age should this option be fixed?—I would grant the option of retirement to any official at the age of 65.

61. Should any term, in your opinion, be added to the actual term of service of any official to be superannuated, however he may have been appointed? If a term be added, do you consider it advisable to regulate such addition by confining it to certain offices designated and by requiring a certain length of service before such addition can be made?—I suggest that no extra term of service should be allowed on and after the passing of the new Civil Service Act. I would insist, however, on good faith being kept with the present members of the public service, who may be deserving of an additional term of years being added to the actual term of service.

62. In your department has the additional term or portion of additional term been granted solely to officials appointed to high offices for technical qualifications, to officials whose office has been either abolished or who have been retired for reasons of economy ; or has the additional term been granted in any cases to officials who entered the service after the age of 30 years and who never did anything but clerical work?—Within my knowledge there has been no additional term granted to any official for superannuation in the Privy Council Office.

63. Do you consider it proper that abatement for superannuation purposes be deducted from the salaries? If so, do you consider the present percentage sufficient, or do you consider that it would be desirable, in the interests of the public service, to increase the

percentage, in order to provide (a) that, if no superannuation takes place through death or any other cause, the official, or his representatives, should be reimbursed for the abatement deducted from the salary; or (b) that the officials who are superannuated might have the alternative of accepting a commutation in lieu of superannuation to the extent of the abatements paid by them?—I am in favour of the present system of abatement; except I would make it uniform 3% allowance. I consider the present percentage insufficient, in view of the modifications I hereafter mention. I cannot believe that any good purpose would be served by adopting either of those suggestions, (a) or (b).

64. Would it be desirable to have a system of insurance in connection with superannuation?—As regards the system of insurance exhaustive reports were made some years ago by Messieurs Cherriman, Courtney and Brymner, in which I, generally speaking, concur.

65. In cases of dismissal or resignation, in your opinion should the abatement for superannuation purposes be refunded?—I think it very injurious to the proper discipline of the service to refund the abatement deducted for superannuation, either in cases of dismissal or resignation.

66. In your department has it ever been recommended that a diminution of the allowance should be made on account of the services of an official having been considered unsatisfactory?—No diminution has ever been recommended in the Privy Council.

67. Do you deem it advisable to allow any extra term of service to any officers removed to promote efficiency or economy, or for any reason at all?—Answer under question 61.

68. When once a superannuation is effected, do you consider it desirable to retain the power to call back to the service the person superannuated, and at what age would you place the limit?—I deem it inadvisable to call back to the service, in any capacity, a person once superannuated.

69. Are there any suggestions you would wish to offer with respect to the Superannuation Act, or the working thereof?—I am in favour of some provision being made for the widows and orphans of officials dying in the service, or who may have died within a year of their superannuation.

Every man paying to the superannuation fund should continue these payments as long as he is in the service, even if it be fifty years or more.

I believe an officer's term of service as a temporary employé should be computed and allowed him if he so desires, on payment of all arrears of dues for such time. There should be some evidence that this option has been granted to the officer. In allowing this temporary time it should only be computed from the time the Act came into force, (1870). The decision of the Treasury Board as to this term should be confirmed by the Council. The officer in question should pay the superannuation deduction within 12 months after the date of the Order in Council above mentioned.

70. In addition to his salary is any official in your department (or House) in receipt of any additional allowance or perquisites, and if so, please state particulars?—No.

71. Is it possible, in your opinion, to reduce the expenditure on account of the services under the control of your department without impairing their efficiency, and if so, state in what way?—No.

72. In your department have any abuses prevailed in connection with the supervision of payments?—No.

73. Have you any suggestions to make with a view to possible amendments of the Audit Act?—I do not wish to offer any suggestions upon the Audit Act. I desire to say, however, that I do not think the Audit Act is carried out either as to the spirit or letter of the Act. I wish to be allowed to make my observations on this question at a later time.

74. Should one rule as regards salary be applied to all deputies, or should consideration respecting work, length of service, different responsibilities, dignity of office, or any other cause prevail?—All deputies should be appointed at the minimum salary with an annual increase of \$100, in accordance with the custom in England, till they

attain the maximum of \$5,000. No further salary nor allowance should be granted them for any further duties placed upon them. To attain this maximum would require 19 years of service.

I made an examination of the time of service of the deputy heads as such since Confederation to this year, 1891, and I have found that the average service of each deputy is less than eight years.

75. Should there be a limitation in the number of first-class clerks in each department? Should they have distinctive duties? Are there any who are doing inferior work, or who have obtained the position by length of service only? Should the increments of salary of all first-class clerks be alike, or should there be any difference in the various Departments?—The organization should determine this question. They should have distinctive duties. None. Increments of salary to all grades of clerks should be alike.

76. Should the number of second-class clerks be limited in each department; should their duties also be distinctive? Are any doing inferior work, or hold the rank from length of service only, and should the increments of salary of all second-class clerks be alike?—The same answer as above.

77. Are new appointments made in your department through requisition from the several heads of branches, or from your own observation or at the desire of the head of the department?—The head of the department appoints them.

78. Should not deputy heads also have the power to suspend?—Deputy heads should have the power to suspend.

79. In regard to the employment of extra clerks, do you think the present system is open to objection from political influence?—Why, is not the whole system political or other influences?

80. Is the law, as it is now, sufficient to prevent extra clerks being put in when they are not needed?—I cannot say whether it is or not; all that I have to say is that I have plenty of work for those sent to me; but when the work ran out the services of the extra clerks were dispensed with.

81. Have you any objection to give us a list of the extra clerks now employed?—None whatever.

82. You have no objection to say whether they have passed the Civil Service Examination or not?—None whatever.

83. Probably some of them have not passed the Civil Service Examination, and you have no objection to state their fitness, and how a knowledge of that fitness was arrived at?—The extra clerks in my department were sent to me by the Minister, and even those of them who have passed the Civil Service Examination were first employed in a probationary capacity. I must add, however, that the best of my temporary clerks and who are doing the highest class of work, are those who have not passed the Civil Service Examination in consequence of being ineligible to go up for examination on account of being over 35 years of age.

84. Will you send to the Secretary a list of the extra clerks with a memorandum attached showing whether they have passed the Civil Service Examination or not?—I will to-morrow.

85. Do you know how many persons under the present system have passed the Civil Service Examination?—Under the present system of Civil Service Examination, and not including the examinations held in November, the returns of which are not yet sent in, there are approximately 5,200 men on the list, and out of that number there are approximately 1200 permanent appointments, leaving about 4,000 eligible to be employed.

86. Do you think it desirable to have extra clerks known as "Permanent" temporaries?—I am very strongly in favour of extra clerks, under the same discipline, however, as permanent clerks. Permit me to add that during the past ten years, from 1881 to 1891, ten permanent employés were removed from my office, whilst during the same period were removed 86 temporary employés, made up of 64 men and 22 women, thus showing how desirable it is to have temporary employés.

87. You have not very many meetings of Council during the summer?—I have a statement showing the meetings of Council. I wish to observe that a Council meeting might entail on the staff two days' work or two weeks' work, mainly on the copying clerks. Besides, the rule in the Privy Council Office is that all the employés must take their statutory holiday between the first of July and the first of October in each year: hence there is but half the staff during this period.

88. Are there any professional or technical men employed in your department, and how are they paid?—There is only one employed, and he is classified as a second-class clerk. I consider, however, that professional or technical officers should not be classified as clerks, but should receive a specially voted salary as such.

MEETINGS of Council in each month in the years 1871, 1881, 1890 and 1891.

	1871.	1881.	1890.	1891.
January	14	12	13	11
February	14	12	15	9
March	9	19	18	9
April	10	13	17	14
May	13	12	17	18
June	13	11	15	14
July	11	7	7	17
August	6	12	5	18
September	8	10	11	18
October	11	15	8	12
November	11	7	12	10
December	8	11	10	11
	128	141	148	161

MR. FRANCIS K. BENNETTS, of the permanent staff of the Privy Council, appeared, read a statement and was examined.

I was appointed seventeen years ago. I was in the Interior ten weeks and then went to the Council Office on the 26th of April, 1875. I have prepared the following memorandum setting forth the views of the clerks in the Privy Council Office upon the subjects submitted for their consideration by the Civil Service Commission.

1. CLASSIFICATION AND SALARIES.

The present classification of the clerks into four grades, chief, first, second and third class, is considered satisfactory, but it is submitted that the difficulties in the way of passing from the third to the second class should not be increased, and that it should be an established principle that all competent, well-conducted clerks should be promoted to the second class within a reasonable time of their reaching the maximum of the third class. Under the present system a man serves from eight to twelve years before reaching the maximum of the third class, and provided he is not stopped then, from sixteen to twenty years before reaching the maximum of the second. It may safely be conceded that in the majority of instances, the man who, after twenty years' service, receives the maximum of the second class, is not overpaid. The clerks hope that no additional barrier will be put up between the third and second classes.

With regard to salaries it should be remembered that the present rates were fixed in 1868, and that since then the purchasing power of money has much diminished.

Some attempts at a readjustment were made some years ago, but beyond increasing the salaries of the higher officials the changes were not made permanent. It is submitted that in order to make up for the decreased purchasing power of money the scale of salaries should be raised. In any case some increase should be made in the salaries of

thir-class clerks upon appointment. The present pay is too small to live upon decently, and taken in conjunction with the very moderate advancement in prospect, cannot be expected to attract the best material to the service.

PROMOTIONS.

Promotions should go by seniority, provided that men are equally efficient. There is a very strong feeling in the office that a man should not be passed over except for cause assigned, and that there should be some tribunal to which any man who feels himself aggrieved should have the right to appeal for enquiry. There is also a very strong feeling that when a vacancy occurs in the higher grades it should be given to a man in the office and not to some one not previously in the department. Men look to the positions in the grades above them as the natural rewards of service, ability and diligence, and nothing is more discouraging to them than to find that some one has been brought into the department and appointed over their heads. Mr. Griffin, the late Deputy Postmaster General, in his evidence before the Civil Service Commission of 1880, said that the state, in order to command an efficient service, must assure the prizes of the service to the men in the service. In saying this, Mr. Griffin laid down a vital principle for the service as well as for the clerks. The evil arising from any other system is very great. Men seeing no chance to get on simply endeavour to put in the time as easily as possible. All interest in work is lost, and it is easy to conjecture to what results such a state of things leads. In connection with the subject of promotion, I may say that all clerks should be given an opportunity of learning the duties of the grade above them.

3. LEAVE OF ABSENCE.

The present law respecting leave of absence is considered to be quite satisfactory.

4. HOURS OF ATTENDANCE.

The present hours, 9.30 a.m. to 4 p.m., are quite long enough. Any increase would bear with particular severity upon the clerks in the Privy Council Office, as owing to the frequent and prolonged sittings of the Cabinet, they are often kept on duty until 6, 6.30 and 7 p.m. Any lengthening of the hours, therefore, would be taking from them the occasional privilege they now enjoy of getting away at 4 o'clock. There is a strong feeling against any increase in the hours of attendance. The clerks in this office already suffer serious deprivation compared with the rest of the service, in consequence of the extra hours and the loss of many statutory holidays in consequence of Cabinet meetings. They are shut off from all healthful recreations, and in a large measure from the scientific and literary pursuits which are indulged in by the service, and they receive no corresponding benefit. The average extra time put in by them is about 80 days a year each. In 1883 Parliament voted a sum of money to compensate the clerks for extra attendance, but the extra pay was given for that year only.

5. SUPERANNUATION.

It is considered that a change should be made whereby in the case of a man dying in the service, or immediately after superannuation, some benefit should be derived by his representatives from the amount he has paid to the superannuation fund. This matter has been brought up before, and no more need be said than that the necessity for some equitable arrangement in this particular is just as urgent as ever—with respect to pensioning widows and orphans of deceased Civil Servants much difference of opinion exists. A system of insurance is, perhaps, preferable. It is thought that the Government could insure at a lower premium than an ordinary insurance company and that the policy would be safer. The greater part of the service would be quite willing to consent to a further deduction from their salaries for insurance purposes.

6. GENERAL.

During the last session of Parliament certain irregularities that have occurred in the service from time to time were enquired into by parliamentary committees. It is

thought by some of the clerks in the Privy Council office that as a result of these enquiries there is an impression abroad throughout the country, not only that these irregularities were far graver than they really were, but that they exist very generally throughout the service. The office would be deeply grateful to the Commission if they would devise some means whereby these altogether erroneous impressions as to the integrity of the service generally might be removed.

It has been suggested that in order to get a full expression of opinion from the service the Commission should go through all the departments and give each man an opportunity to speak for himself. This course would undoubtedly enable every man to represent his own case to the Commission much more forcibly than a representative could possibly do.

Complaints have been made of the delay which occurs in furnishing copies of Orders in Council to the departments. The clerk in charge of the copying room wishes me to say that with the present copying staff these delays are altogether unavoidable, and that frequently it would require twice as many men to clear out everything in 48 hours, the limit of delay that has been prescribed by Council.

89. Were you appointed permanently when you went there?—No, not for about two months. Since the first of July, 1875, I have been a permanent official of the Privy Council.

90. You know in a general way the scope of the enquiry of the Commission?—Yes. We had a meeting of the employes and I endeavoured to put their views into this statement but it represents the collective views of the permanent officials of the office.

91. You say that in making appointments some of the men are passed over. How does that happen?—Men are passed over undoubtedly. But it would be hard to say how.

92. You say that men are passed over, we would like to know how that has taken place and for what reason?—I could not say for what reason. I know that men have been passed over. Possibly the reasons were good and sufficient for passing them over. But there is a feeling in the minds of many clerks that when a man is passed over he should be told the reason why; because the men are standing like the steps of stairs, one above the other.

93. Who has that been done by?—By the ministry.

94. And some times more meritorious clerks who are in the office have been passed over?—I say men are passed over. Of course I do not wish to criticise the ministry. There is a feeling on the part of the clerks that there could be an improvement and that it should be made more a matter of principle, that men should not be passed over, and that seniority should be recognised all other things being equal. If there is nothing against a man and he is efficient and trustworthy he should be promoted in preference to others who may perhaps have more influence.

95. That has happened some times?—Well—

96. Because unless you can say so your complaint is valueless?—A great many men think so. I myself do not complain.

97. You do not speak for yourself then?—No I am speaking the collective opinion of the department. There are men who undoubtedly have been passed over, and they feel very sore about it.

98. There is a feeling you think that in certain cases men have been passed over without sufficient reasons?—Yes.

99. Did you in your collective wisdom have any notion of what the tribunal should be to settle promotion?—I think that there was an idea that an inspector would be appointed; it was mentioned by the Premier in the Senate. At present they appeal to any member of Parliament who may be friendly to them.

100. And when a man who does not know any member of Parliament thinks he has been unjustly treated he would like to have the right of appealing some where?—Yes, that is just about it. It occurs some times. This is a strong point and I think we are all agreed upon it. For instance Mr. Beaudry was brought in from the outside, and appointed assistant clerk over every one in the office.

101. Was not there one between Mr. Beaudry and Mr. Pope?—No, from 1882 to 1891 that office was vacant with the exception of the time Mr. Beaudry held it, about three years. Mr. Coté died in 1882 and Mr. McGee was appointed clerk. Mr. Beaudry was appointed assistant clerk in 1884 and died in the fall of 1887, and from 1882 until the fall of 1891 except during the three years Mr. Beaudry held the position the work of the assistant clerk was performed by the clerks in the office. Mr. Pope assumed the duties in the autumn of 1891.

Complaints are often made by the clerks that they are not able to learn the working of the grades above them.

102. You mean that the clerks are not shifted about from division to division often enough? They keep them more in their own little circle?—Yes, some men do not get a chance to learn anything of the duties of the grade above them.

I was asked to call attention to the point about limiting the maximum of the class. Many thought that it would be a great hardship that men should be stopped at the maximum of the third class.

103. Unless there is a vacancy higher up why should they not be stopped?—Because the salary is too small.

104. The Government gives salaries to pay for the work done. Suppose a man continues to be a copyist only, should he go up to \$1,800?—No.

105. Can't you hire in any part of the country all the copying any one wants for a thousand dollars a year? Are there not hundreds of men in every city who would jump at the chance of copying for less than a thousand dollars a year?—The work is not all copying. After 20 years' service any man who is worth anything is called on to perform work worth more than a thousand dollars a year; diligence and ability should be considered. We wish to protest against the policy of keeping the greater part of the service always in the lowest grades.

106. Do you think the service can point out any employer of labour in the country who pays as much for clerical work as the Government does, or half as much?—Of course we think the Government can afford to pay better than any other employer.

107. You made a point of the insufficiency of the salary at the time of the appointment, that is \$400 a year?—That is insufficient in my opinion.

108. Do you happen to know what is the general salary given to youngsters when they go into banks?—They go in at about \$200 a year, but then they go in a good deal younger. I have a brother who went in for \$200 at the age of seventeen. In the Government there is not the same chance of getting on, there is not so much to hope for. Another thing is that a man in the service does not get any training that will fit him for anything else. If he is in the Civil Service once he will learn nothing that will enable him to get out of it, and if he should lose his position his life in the majority of instances would be a complete wreck. In banks young men get a good business training.

109. Have you any opinion about the old grade that was abolished of junior seconds that went on from \$700 to \$1,100? Is it not in your experience that a man goes in and goes on to a thousand dollars, and that he is not worth the full extent of the salary?—Yes, there are such men. Of course they can be stopped at any salary by withholding the statutory increase. It would not make the passing from these lower grades any harder than it is. I have often thought that the junior second grade was a very useful role, because there are men too good for \$400 who might be appointed at \$700. Ordinarily a man in the service does not get a chance to prepare himself for anything else. There is not training there to fit him for any other employment.

109½.—Do you think there ought to be some facility for being transferred from time to time? Supposing there was a vacancy for a second-class clerk in the Finance Department, do you think it ought to be opened to competition from all the service?—It might be, yes. I do not believe in transferring men without letting the men already in the department have a chance. We decidedly object to bring another man in without the men already there having a chance. The men in the departments should at least have an equal chance with everybody else for the vacancies, in the higher grades of their own department. We have not had to fight so much against men being brought

in from other departments as against men coming in from the outside on account of political influence. It seems hard, when there are men in the department who can perform the work properly, that other men should come in and take the best places. It is very discouraging and I was asked to represent it very strongly.

110. But between that and paying a thousand dollars for services that you can get done very easily for a few dollars?—At our meetings one man instanced a case of a man who was getting a thousand dollars and he had a family to support, and found it very difficult to get on.

111. You are all anxious to have an efficient service?—Yes.

112. Was there any discussion about getting rid of inefficient clerks?—No.

113. Of course it would be better for the department and better for your interest if you could get rid of such?—They are useless lumber. There were one or two cases but we did not discuss them. Another thing I was asked to speak about is the extra hours. In our office we put in a great many extra hours. In the rest of the service the hours are from 9:30 to 4, while in the Privy Council Office the hours are from 9:30 to 6 most of the year. It is a great hardship and shuts us off from a great many things. Add two or three hours to a man's working day and it shuts him off from many privileges which the rest of the service are able to enjoy.

114. Is it not a fact that in the summer the meetings of Council are not held more than once a week?—Only one month in the summer, that is the month of August. We keep an account of Council meetings and they average four meetings a week throughout the year.

115. During the session of Parliament the sittings of Council take place necessarily from one to three o'clock?—They make it up on every holiday and they frequently come back from the House and meet at 5 o'clock. There are a great many holidays during the session of Parliament, and the Council generally meets from 11 to 6 during the holidays, besides sitting on Saturdays. If we were allowed to come later in the mornings it would be necessary to have a larger staff; since we have to be there we may as well work as to sit around idle. By working during these extra hours it naturally follows that we do more than we could possibly do if we remained on duty only during the regular hours; and by so doing the office work is done by a smaller staff than would otherwise be required. This applies solely to the Privy Council.

116. In regard to leave of absence for sickness, has your staff any feeling about the employment of a particular practitioner in cases of leave of absence through sickness, and paying him and giving up your own doctor?—Nothing was said about that. Personally I think it is better to have the same particular practitioner for everybody in the service.

MR. WM. LOUX, of the Privy Council, appeared, made a statement and was examined.

The temporary clerks of the Privy Council Office being desirous of laying before the commission a statement of what they deemed disabilities under which they rest, have chosen me as their representative to present their collective views: In doing this I would beg to refer to these matters under a few heads or divisions:

1st. The prolonged working hours in the Privy Council Department.

This of course is equally shared with the permanent officials of the department, but in the case of the temporary clerks the compensating advantages accruing to the permanent clerks are denied them.

While disavowing any desire to find fault with the length of the working hours it is felt that some consideration might be extended us.

The Council sittings are frequently and in fact usually prolonged till six or half past six o'clock in the evening ; sittings usually take place on statutory holidays and on Saturdays also, and by a computation of these extra hours furnished to the Civil Service Commission in 1881 it was shown that on the average there is about 83 days extra work done each year.

Having this in view and the further fact that we are thereby deprived of nearly all opportunities of securing the needed physical recreation as well as mental relaxation attainable by those whose labours do not confine them so closely, and seeing the entire willingness and cheerfulness with which these added calls are always met we cannot but hope that we may receive some consideration.

I may say that there were only two holidays observed in the Privy Council Department for the past year, and on all other occasions we have to work.

2nd. The abolition of any vacation to temporary clerks.

This is a great hardship to temporary clerks in any department, although to those of the Privy Council Office it is much harder to bear than in other departments, on account of the prolonged working hours as well as the loss of other Statutory holidays.

Without appealing to the Commission from any humanitarian point of view, we feel that the example set by any large mercantile establishments, joint stock companies or banks, &c., might be followed in our case without loss to the Government. The establishments mentioned do not deprive their employés of needed rest and relaxation but all their servants secure an annual vacation.

Temporary clerks and especially those in the Privy Council Department certainly need some rest ; but if this be denied them, it is probable that their work cannot but deteriorate both in quality as well as quantity, even against their best intentions and endeavours.

3rd. Deprivations of pay when absent.

Men will sometimes fall ill, perhaps only for a day or two, perhaps longer. With an employer in private life and especially in the case of corporations, &c., before mentioned, the misfortune of being ill is not rendered harder to bear by the knowledge that, though you may have a wife and children to be provided for, your pay is stopped.

There are few employers who do this, yet such an order is enforced as regards us.

No matter what hardship attends the case, no latitude is given the Deputy Ministers who may recognize in all its details the suffering sometimes resulting from this rule, to extend a little help in the sorest need. There is no gratuity provided for those left behind by a temporary clerk who may die in harness, but we feel that in some such cases as mentioned, safeguards sufficient to secure the Government from any flagrant abuse could be provided if this privilege were restored.

There is another matter affecting some of the temporary clerks in the Privy Council Office that I desire to bring to your notice.

Some time since I was transferred to the Privy Council Office, by Sir John Macdonald's orders, to do certain special work. In the course of my regular duties I came to learn of the great increase of work that had arisen, as well as of the necessity for a change from the former manner of working. I had been informed and had even read in the evidence given before the Civil Service Commission in 1880 of the mode of working in the office. It appears that then a clerk at \$400 was engaged on exactly similar work with a clerk at \$1,800.

Mr. McGee had some years ago recognized the necessity for the introduction of a system to meet the growing requirements of the office. He proposed a plan in a confidential report made to Sir John Macdonald in 1882, then President of Council, which was approved, and upon that he has been building up an organization, which has proved successful.

The central point of this system is the assignment of first-class work to first-class men, second-class work to second-class men, &c.

Another feature also was the devising of what is termed a "working file." In this file, which I may say is open to all the staff, is recorded each man's work, this being done by the man himself; and it is possible to tell the amount of work done by each employé.

Thus it furnishes a fair gage of the capabilities of the staff, also attesting to their industry and application.

One of the reasons moving me to bring this very brief account of the organization, &c., before you is to point out that Mr. McGee has been compelled, as he states, through the necessities of the case, to assign three temporary clerks to second-class work, and as regards myself, he has set me first-class work to do.

The necessity for the introduction of the present system can be recognized by any person undertaking an enquiry into the methods obtaining formerly, but into the details of which I do not feel at liberty to enter.

An important point affecting temporary clerks was inadvertently passed over in the preparation of the statement presented to the Commission on the 22nd of December, and we beg to submit the following short supplementary statement:—

This point is that section 47 of the Civil Service Act directs the mode of selecting temporary clerks, as follows:—The temporary clerks may be selected "from the list of qualified candidates, for whom no vacancies have, up to that time, been found or *
* * * any other person qualified for the service in question, but such other person shall not be continued in such temporary employment after a period in which" an examination is held, unless he passes such examination.

In section 30, it is among other things provided that no person shall be admitted to such examination when over 35 years of age.

The effect of these two sections is to prevent the continued employment of a number of extra clerks. It frequently proves injurious to the service and is an injustice to the individual. In the Privy Council Office especially it cannot be but harmful to the public interest. Employment in this office presupposes the possession of discretion, on account of the confidential nature of the work, and it is scarcely doubtful that a trained servant who is at the same time discreet, capable and efficient, although a little over thirty-five, must be more valuable than a raw, untrained youth of 18 or 20.

The deputy minister must be the best judge as to a man's capabilities for work, and it can safely be left to him to set the limit to such continued employment, and to determine when such temporary clerk's usefulness is gone.

117. What is the work you are doing?—I am principally engaged in the records, and am also engaged in the searches and such matter as that.

118. You mentioned something about very harsh treatment and that you are not paid when you are sick. Can you say that has not occurred by reason of the existence of abuses in regard to sick leave? Some times we find that in a large staff abuses of that kind become so numerous that something has to be done to stop them?—I can easily understand that. We say that there surely could be provided safeguards sufficient so as to prevent those abuses. Any employer of labour can do it.

119. Are you sure that safeguards have not been attempted and found ineffectual? Harsh treatment of that kind can only be explained by abuses?—Of course I am aware of the rules and the practice heretofore. But I can only repeat my statement that I believe, if the former rules were insufficient, it is possible to devise other rules.

120. How long have you been in the service?—Three years and a half.

121. Is it to your knowledge that abuses have taken place?—I know of no abuse of leave of absence at all.

122. By persons calling themselves sick?—Only by common report. It has come to my ears that there had been abuses only by common report, I know of none of my own knowledge. For a number of years I have been practising medicine myself just outside of the city and might thus have greater facilities for learning if this were the case. Certainly I know of no abuses on that score.

123. After all is it not a question of law? You are paid so much per diem are you not?—I am this year, but last year I was paid at the rate of \$1,100 per annum.

124. If the law recommends a per diem allowance and per diem work is not carried out, is it not within the duty of the Auditor General to stop the pay?—I look upon it this way: I receive a yearly salary of \$1,095 although paid at the rate of \$3 a day. Outside employers also look upon it in the same way, that paying a man two or three dollars a day regularly, really amounts to paying him a yearly salary. I think it can hardly be denied that this is a harsh system. Even private employers of labour do not think of stopping a man's pay if he is absent a day or so from sickness. Our position should be compared with book-keepers, clerks, &c., not day labourers, as there is a certain condition of continuance attached to it.

Again, the temporary clerks have not abused the privilege of sick leave, as far as my information goes, while they have alone suffered by its abolition.

I further believe the deputy ministers should be responsible for administering the law in this matter and not the Auditor General. He is responsible for most weighty matters, and in this small matter is better fitted by his knowledge of the circumstances bearing on each case to decide as to its disposition.

125. What is your pay?—\$3 a day. That includes Sundays.

126. All per diem allowances then include Sundays and statutory holidays. It is only on other days that deductions are made?—Yes. Of course the statement I have made only regards the temporary clerks in the Privy Council where we had only three holidays last year. We were deprived of our vacation and everything. Out of fifteen statutory holidays we worked in the Privy Council Office every day but three.

127. You say that you are a second-class clerk?—I am paid on that scale and I do first-class duty.

128. Now, is it to your knowledge that there are second-class clerks that do third-class duties in your department?—No, I do not think so; in fact, as I state there, it is possible to satisfy yourselves by that working file that they do not. So far as my impression goes they certainly do not. Further I know three second-class clerks doing work equal to first-class clerks' work.

Mr. J. L. McDOUGALL, Auditor General, was examined.

129. Give the number and cost of permanent staff at Ottawa in 1882 and 1891 respectively; also number and cost of extra clerks or other officials:—

	1882.		1891.	
	No.	\$ cts.	No.	\$ cts.
Permanent employes.....	18	21,982 85	25	27,008 56
Extra clerks, &c.....	Equal to 2	1,003 00	4	2,467 17
		22,985 85		29,475 73

130. How should the Board of Civil Service Examiners be constituted, and what should be their powers?—The head should hold his office during good behaviour. He should in Canada be chief examiner and should be familiar with French as well as English. Two principal co-examiners might be appointed by the Government. Although I do not make complaint against the present examiners, the co-examiners should, like the chief of the office, have no other office under Government. The chief examiner should have a right to dismiss the co-examiners as well as all assistant examiners.

131. Should all appointments be the result of competitive examinations? What, if any, appointments should be made without examination? Should there be any age limit in the case of all appointments, and state what, in your opinion, the maximum and minimum ages should be?—No appointment in the inside service without competitive examinations, except those of deputy heads. In the outside only those which do not call for the full time of the employé, particularly country postmasterships. The great evils of the Civil Service are those which exist in private services, there it is true, to a minor degree. We have had for nine years what may be called the pass system—what, as shown by comparison with the previous absence of any system, has been a great improvement, excluding the absolutely incapable.

The great defect in that system is—what has been the serious drawback on this continent to any improvement in the Civil Service,—political patronage. The continuance of the notion that the management of the public business is the management of what belongs to the Government of the day and not to all the tax payers of the country—the continuance of the notion that whenever the thirteen men who are the chief servants of the people are replaced by thirteen other men—the new thirteen men get just as their predecessors had it, all the properties of the five million inhabitants of Canada. If, when we are told that the Government and the members of Parliament will never give up their patronage, we do not accept the broad statement but examine the question, we may make some progress towards a satisfactory settlement of the matter.

If it were possible to do away with patronage, would the endeavour to improve the service be attended with less difficulties? That is, does the intervention of (1) the supporter of the member, (2) of the member and (3) of the Government tend to assist in selecting men who are to be successful in performing public services, or is it a hindrance? No honest man who has had any experience in this intervention will deny that it is most hurtful. The pressure from the supporters of the member is the result of sentiment and sympathy if not of selfishness, and is strong in proportion as the object of the solicitation of the politicians is weak and unable to support himself by his exertions in fields where remuneration varies as intelligence, industry and character are high or low. The member has a selfish interest in advancing the cause championed by his supporters and the member of the Government wishes to please the man whose vote counts in keeping in power a ministry or in supplanting it.

Such an element then in the choice of public servants is a baneful one.

Let us see how far the continuance of this element has a tendency to maintain in power those who exercise the influence.

A member of Parliament for almost any electoral district of the Dominion has many applications for each vacancy which he is permitted to fill. All of the applicants for an office, except the person who obtains it know, that under the present system those who are not successful have been passed over by him whom they supported in favour of another person and they are almost sure to consider the latter less competent than themselves. At the best, several ardent supporters are rendered lukewarm ones if not opponents, and one supporter cannot be turned into two and may even be annoyed that he was not thought worthy of a better position.

If the prospects of the member's being returned are not improved, the chances of the Government who depend for their retention of power on the members, are not made better.

Experience in England has supported what theory teaches. Governments there have had on an average a longer life since the abolition of the patronage system than they had before.

I have not been in England and cannot speak with the authority of those who have been on the spot and have seen with their own eyes the workings of the English system, but from the independent testimony, given on this part of their machinery of Government as well as on other parts, which has come to my knowledge, it appears to me that while we might, with every security of making a great advance on our present methods, take the step which was taken in England in 1853, we might, with good ground for looking forward to still better results, accept the amendments and additions suggested by experience or recommended by their administrators or committees.

It must be a source of great pleasure to every man who is attached to our form of government to observe the broad-minded manner in which the public men of England threw from them all the attractions connected with the power to advance friends and dependents when they saw that the public interest demanded the personal sacrifice. It is a personal sacrifice although in my opinion not a political one.

It is true that in some cases our circumstances may be so different from theirs that it would not be wise to follow the English rules in every particular ; but I do not know of any such circumstances.

I understand that the basis of the English system is competition—that is—not a minimum of marks and placing in the same position all above that—but placing the candidates in order of merit, giving the first vacancy to the highest man, the second place to the second and so on. With this safety valve, should this mode of selection give a place to a man whose practical abilities on trial in the department are shown to be less than might have been expected, he is passed over for the next in order—the latter to be passed over in the same way if necessary, and so on. It was rather pleasing, however, to see that in England of 115 who obtained the higher places, when they came to be tested under the competitive system, only nine proved insufficient from a want of practical ability.

I wish it to be understood that the teaching which I have received from experience is, not that the weakness of the service had been the result of the politics professed by the persons in the service, but that it is next to impossible for the best men of those who support the party in power to get positions while the indifferent men have friends innumerable who fight with all their strength for the appointment of the man who cannot earn his living outside and abuse for its incompetency the service which they have assisted in making incompetent. There are plenty of outsiders in both political parties who would make ideal civil servants. My own appointment was made by one side and every other person in the office received his appointment from the other side. Yet there has never been an instance in which I had reason to complain of one of my assistants' performance of his duties on account of any drawback arising from his political connections. Age limits, minimum 16, maximum 25.

132. Should deputies be appointed during pleasure or during good behaviour ? Should their responsibilities and powers be extended, and if so, in what direction ?—It appears to me that they should be given under the competitive system the absolute control of every man in the department ; and be held responsible for the employment of only the necessary assistance, and that every man under him does good work and a reasonable amount of it as compared with what outside employers claim from persons who discharge similar duties.

133. Should there be any 3rd class clerks at all ? If so, what should be the limitation as to salary ? Is the present maximum (\$1,000) too high ? Should there be an intermediate class, ranking lower than the 2nd and higher than the 3rd ?—Messengers and those who do nothing but copying should be extra, and those who have responsible work to do should be taken in as 3rd class clerks. I see no particular objection to the present mode of classifying those who have responsible work.

134. In addition for optional subjects should there not be some understanding that the optional subjects were necessary in the duties of the office to which the appointment is made ?—Under the competitive system, I would suppose that for the entrance examination there would be a general basis common to all departments, and that for each department there would be special subjects. The scheme might be worked out by having the entrance examination at the same period for all the departments, and by having a separate time for each subject, classifying the candidates in their order of merit as applicants for positions in each department. In this way one man might be tenth in the list for one department, third in another and first in another. By such a process the best men in the country of those willing to take places in the Civil Service would be made available for all the departments.

In the answer given above, it is contemplated that all the examinations should be conducted with the view to the wants of a particular department, and therefore the optional subjects would in general be included.

135. Are the recommendations for the increases of salary always made with due consideration, or are they in a very large measure perfunctory?—The recommendations for the annual increases are made without reference to the merits of the individual. If a man is an habitual drunkard or is otherwise a disgrace to his department, I presume that a recommendation for his increase would not be made, but I have had no experience in that way in recent years. I would suggest as a cure that the increase be not voted for the whole number of eligible persons, but that the appropriation be confined to two thirds or one half of the amount required, so that a choice would have to be made between the competent and incompetent.

136. Is it desirable to have an annual fixed date at which all increases of salary should take effect?—Yes, as a matter of convenience.

137. Should there be general preliminary examinations for all departments, or should there be special preliminary examinations for each department?—General preliminary examinations.

138. How and by whom is the selection made from the list of qualified candidates in your department? Did you ever report against any official during the term of probation, and was another trial allowed, as provided in section 36, sub-section 2?—Appointments are made by the Governor in Council on the recommendation of the Minister of Finance with my approval, and have almost always been made after a term of service as an extra clerk during which the fitness of the person for his duties has been proven.

139. What is the practice in your department in regard to the appointments of persons having professional or technical qualifications, and have you ever had an examination held in any such case?—Extra clerks but not permanent ones have been employed for technical qualifications without having passed the qualifying examination. They have been required to pass the qualifying examination when the service was continued up to the first examination subsequently held.

140. Is it desirable to have promotion examinations, or if not, what would you recommend to be substituted? Have promotions in your department been made only when vacancies were to be filled, or has it happened that an officer has, while continuing in effect to perform the same duties, been promoted to a higher class?—It is desirable to have promotion examinations as now held, except that they, as well as the examinations for entrance into the service, should be competitive. My experience is that the clerks who have been tried in the service, rank at the promotion examinations as they do in usefulness at their daily work.

The promotions are now made by me. The promoted clerk has often not changed his work, but only because I was obliged before he obtained promotion to call upon him for work of a higher character than that of his rank.

141. Is it desirable to make to the Civil Service Board a yearly estimate of the vacancies likely to occur during the year?—I do not see any object in making this estimate. The promotions are confined to the clerks of the department in which the promotions are to be made, and the clerks know of the promotion which is likely to be made. It would be inadvisable to refuse the privilege of examination to any one below the class to which promotion is to be made. All that seems to depend upon this feature of the law is the printing a few extra copies of the examination papers.

142. If promotion examinations are deemed desirable, should the officers earning the higher number of marks be the successful candidates, or should the promotions be made on the report of the head of the department, based on the recommendation of the deputy head? Should not promotions be made by Orders in Council?—The promotion should be given to the person who obtains the highest number of marks,—efficiency and duty marks, as at present, forming a large part of the basis of calculation.

Sub-heads 1 and 2, of section 43, do not apply to the Audit Office, as there is no parliamentary head of the department.

143. Have you at any time, by your certificate in the promotion examination, enabled the candidate to pass whom you deemed unfit?—No.

144. Did you ever, in respect of the efficiency marks, give a less percentage than 30 per cent. in the case of any candidate in your department seeking promotion?—No; but I should have done so if he, in my opinion, deserved it.

145. Should not exchanges of positions be made on the report of the deputy heads of the department concerned?—Yes. I feel keenly on this point as I have no voice in Council, and I have been deprived of a good man who was much required in the Audit Office because he was required in a department presided over by a Minister. The late Prime Minister to whom I complained—more with a view to prevent the recurrence of my cause of complaint than to retain the person whose case was then under consideration,—agreed entirely with me. You will see that under the existing law it was not necessary even to ask my opinion.

146. Are exchanges ever made for the convenience of officers and not for the benefit of the departments concerned?—It may be so. I have had no experience in it.

147. Should the temporary or writer class be extended, or limited or abolished?—There is very little copying in the Audit Office and therefore no opportunity of utilizing the purely writer class. It would be a mistake to abolish it, as it is wasteful to employ at mere routine occupation those whose salaries increase with length of service.

148. Have you given any thought as to the desirability of having a junior division or boy copyist class? Do you recommend the creation of such a class? State generally your views as to the expediency of having a high grade permanent staff and lower grade writer and boy copyist classes?—I think that such a class might be established if the competitive system were made to apply to higher positions so that service as such in the boy copyist class would not give any privilege in obtaining a higher position.

149. Under the present system in what manner do you ascertain the necessity of employment of extra clerk?—When there is work which cannot be overtaken by the permanent employés—and this generally takes place when the report to Parliament is being prepared. The best available persons who have passed the qualifying examinations or who are graduates of a university are employed.

150. Do you invariably select from the list of passed candidates; if not, are enquiries made, as to the fitness of persons who are on such lists?—Lately I had an opportunity of employing an experienced accountant for a short time who had not passed the Civil Service examination, but this is not the rule.

151. Have you any women clerks employed in your department. Are they generally efficient and are there any branches in your department in which women clerks could be exclusively employed?—There are three women in the Audit Office. They are equal to the average male clerk. There is no branch of the Audit Office in which they could be exclusively employed.

152. Should there be a general provision for equal leave of absence for all classes, or should not length of service, nature of appointment and responsibility of office be factors in considering the extent of leave?—All permanent clerks should, I think, receive the leave of absence. Certainly the man who has serious responsibility requires more rest, but to make a sliding scale, dependent on length of service, responsibility, &c., would introduce a complication into the question which would not in its results be worth the trouble.

153. Should not leave of absence be compulsory?—It should be compulsory. As any man can do more work in six days than in seven, he can do more work in 48 or 49 weeks than in 52. Besides the quality and quantity of a man's work is tested during his absence if the work is kept up by another. Financial honesty in many cases is an element, and the want of it may frequently be tested during the absence.

154. Should there be a limit, and if so what, in the case of leave on account of sickness?—There should be a limit, but it is difficult to make a rule to apply to all classes. Much extra work and of course without extra pay is done in the Audit Office. If a man who has spent much time in official work after regular hours, becomes ill and perhaps as a consequence of his devotion to his duties, it is unreasonable to deprive

him of pay for the time of his illness. It seems to me that for persons who have no extra work to their credit there should not be allowed an average of more than one week a year through illness and on the proper medical certificate, but that there should be an account kept and that the employé might be permitted to have the amount restored in a subsequent year. This would include cases of absence through illness in the employé's family.

155. Has the business of your department suffered, and to what extent, through the granting of leave of absence to officers on account of sickness or otherwise?—Business has suffered, because the full service of each member of the Audit Office staff is required to overtake our work. This was particularly the case when la grippe and typhoid were prevalent.

156. In your department have any abuses prevailed as to the granting of leave of absence?—There have been no abuses.

157. Should there be a system of fines for small offences?—Yes.

158. Is it advisable to reinstate an official who has resigned his appointment without the recommendation of the deputy head?—A man who resigns his position should not have a claim for restoration after the expiration of a lengthened period of time, and in no case without the recommendation of the deputy head, and then at his old salary.

159. Should any test of competency to perform the required duties be shown, and is it necessary to appoint at the same salary?—Except as previously explained he would come in if at all as a candidate for first appointment.

160. Do you strictly observe the law regarding attendance books? Do all your officers sign the book? How do you deal with those who are late in attendance?—I do observe the law. All the officers sign the book. I do not see that I have under the existing law the power of punishing those who are late in attendance.

161. Have you any suggestions to offer, as to the Civil Service Act in general, or as to your own department in particular in connection therewith?—There should be power to fine, and hence my answer above.

162. Have any difficulties arisen in the conduct of the business of your department arising out of the provisions of the Civil Service Act? Have many changes in the character and extent of the service required in your department occurred since the passage of the Civil Service Act, and have, as a consequence, the duties of your department, or of any branch or any officer of your department been varied?—No. Many changes have occurred owing (1) to new work in connection with the examination of expenditure having been developed; (2) the assigning to the Audit Office of the examination of the revenue of the Dominion and (3) to the very great care and labour involved in the preparation of the annual report for Parliament. It was impossible to perform the additional work without additional assistance. There has been a greater increase of work than of assistance, as the staff is much more capable than it was in 1881.

163. Have any persons found their way into the service of your department who, either from defects existing at the time of their appointment or from advanced age or from bad habits, are ineligible for retention in the service?—There are great differences in capacity and industry in the members of the Audit Office. Some men have more to do than they should be called upon to do, and a few do less; but with the full consciousness that the right of dismissal which I possess is a trust, and one which is to be exercised in the interests of the taxpayers of the country, there is no one on whom I now feel justified in exercising that right.

164. Are the number of persons employed in your department out of proportion to the increase of work?—The number is not out of proportion to the work.

165. Has the work of your department increased beyond the capacity of the permanent staff, and if so, has it led to the employment for lengthened periods of temporary clerks, and has the rate of remuneration of these temporary clerks been increased from time to time?—Only one extra clerk has been employed for a lengthened period (5 years). Her salary has been increased once from \$400 to \$450. She is engaged in examining accounts, and is worth the remuneration which is given to her.

166. Have you any suggestions to make, more particularly in connection with any rules laid down under existing statutes, that have been found inconvenient or impracticable, and that would lead to irregularities?—Doing away with all extra pay and perquisites.

167. Have you any suggestions to make in connection with the imposition of checks, upon the admission of ineligible candidates, or in regard to the giving of proper facilities for relieving the service of useful members?—Under the competitive system, both evils would, I think, be cured. The incompetent, when candidates, would not pass, and those who subsequently became idle would have no political claim. At present the incompetent official has always a strong hold of his position. He is more likely than a useful man to be a street corner political talker. If his useless talk is in favour of the Government, he is retained from sympathy—if it is against the Government, he is retained through fear that the Opposition will maintain that he has been sacrificed to his political opinions.

168. Is it desirable for officials to sign the attendance book when leaving the department for any purpose?—I do not think it is necessary that the officials should sign the attendance book when they are to leave the office.

169. In your opinion are the office hours, 9.30 a.m. to 4 p.m., sufficiently long, or could they be extended in your department with advantage?—The office hours should be from 9.30 to 5, with an hour's intermission, from half-past twelve to half-past one, in all departments, for the clerks to do whatever they like with their time.

170. Have any abuses prevailed in your department as to the length of the working hours?—No abuses have prevailed with reference to the working day.

171. Is it desirable that the officials should leave the department for luncheon?—Yes.

172. Do all your officers leave for luncheon at the same time; if that is the practice, is an arrangement made whereby the business of the department does not suffer through their absence. What length of time is given for luncheon?—Clerks do not all leave the same time for luncheon. An hour is given for the purpose.

173. Do you take care to ascertain that the length of service recorded in the Civil Service list is correct in the case of officials attached to your department, and that in case of those officials who come under the provisions of the Superannuation Act, such service is only entered as would be counted for superannuation?—There is no difficulty about the length of service for superannuation.

174. In your department are the officials generally aware of the Treasury Board minute of 28th January, 1879, respecting the use of political influence; is its spirit generally observed; and in case of infraction has the attention of the head of the department been called thereto?—The minute of 28th January does not apply to the Audit Office, as promotions rest with the Auditor General.

175. Is it desirable that a fixed daily allowance should be given for travelling expenses, or would it, in your opinion, be preferable to reimburse the actual outlay incurred?—It is not desirable that a fixed daily allowance should be given for travelling expenses. Actual expenses should be paid and the deputy head should see that the style of living has not been extravagant for the mission.

176. Do you make in your department the same allowance for travelling expenses to all classes of officials and for all services, or do you discriminate, and to what extent?—Yes; the same allowance; but as explained above I am in favour of a different system.

177. In your opinion is a Superannuation Act necessary in the interest of the public service?—Only defensible in the interest of the State and, therefore, not at all on account of the individual. The Government system of superannuation should go no further than providing the means of getting easily rid of public servants when they have ceased to be able to perform their duties. Without such a system it would be difficult to obtain a recommendation from a superior that the employment of a man who had been his acquaintance and perhaps friend for years should cease to be employed, when the carrying out of such a recommendation might result in misery to his associate and

those dependent on him. There is, however, no reason why this assistance of the Government should go any further than the proper administration of public affairs requires.

What may happen to a man's family ought to be of as much interest to the State if the man has been only a taxpayer as if he had received full payment of his services to the State for years.

If, therefore, a public servant wants to make provision for his family after he is gone, as he should do, let him insure his life like other men, or make such other provisions year by year as they do.

178. If you deem superannuation necessary do you consider it advisable to restrict the operations to certain classes of officials having distinctive duties or otherwise?—It seems advisable to restrict the operation to those classes of officials who have duties of a permanent character, as it is difficult to get rid of them without a superannuation allowance. The country would suffer by retaining them in office after they had ceased to be efficient.

179. What change, if any, would you propose as regards the officials of your department?—No change.

180. Do you consider the ten years' term sufficient, or would you increase the number of years to be served before an annuity is granted?—If politics were eliminated from the service, as they would be under a competitive system of appointment and promotion, a Civil Servant would be recommended for superannuation when he ceased to be efficient, and he should not be retained beyond his power to serve the State whether he had served more or less than ten years.

181. Do you consider, as a rule, the age of sixty years to be a proper age for retirement? Would you deem it advisable to have all officials retired at a certain age, and what would be your views as to that age?—The power to be useful ceases with different men at different times, depending not only on the physical and mental peculiarities of each, but also on the occupation.

If a maximum limit of age were fixed, I should name sixty-five.

182. Should any term, in your opinion, be added to the actual term of service of any official to be superannuated however he may have been appointed? If a term be added do you consider it advisable to regulate such addition by confining it to certain offices designated, and by requiring a certain length of service before such addition can be made?—If addition is to be made it should be determined at entrance into the service, and should go to certain offices of importance.

183. Do you consider it proper that abatement for superannuation purposes be deducted from the salaries? If so, do you consider the present percentage sufficient or do you consider that it would be desirable, in the interest of the Public Service, to increase the percentage, in order to provide (a) that, if no superannuation takes place through death or any other cause, the official, or his representatives, should be reimbursed for the abatements deducted from the salary; or (b) that the officials who are superannuated might have the alternative of accepting a commutation in lieu of superannuation to the extent of the abatements paid by them?—It seems to me illogical that the Government should hold in their own hands the power to make charges on the superannuation fund and claim the right to make the fund self-sustaining by the contributions of the Civil Servants. However, those who are now in the service cannot object to paying the 2 per cent abatement as they entered the service knowing that to be the law. It does not appear to me that there is claim for the provisions of either (a) or (b).

184. Would it be desirable to have a system of insurance in connection with the superannuation?—It might be desirable in the interest of the Civil Servant but not in the interest of the State.

185. In cases of dismissal or resignation, in your opinion should the abatement deducted from salaries for superannuation purposes be refunded?—In cases of resignation the superannuation allowance should not be given and the abatement should not be restored.

In cases of dismissal superannuation allowance for the length of service should be given and the dismissed Civil Servant should receive from the Courts the punishment which his wrong-doing merits.

186. In your department, has it ever been recommended that a diminution of the allowance should be made on account of the services of an official having been unsatisfactory?—No.

187. Do you deem it advisable to allow any extra term of service to any officials removed to promote efficiency or economy, or for any reason at all?—Yes, to promote efficiency and economy, but not otherwise except as above.

188. When once a superannuation is effected, do you consider it desirable to retain the power to call back to the service the person superannuated, and at what age would you place the limit?—I do not consider it advisable to retain the power.

189. You know that there is great dissatisfaction about the medical certificates of illnesses of civil servants. Have you an idea that the employé should be allowed to consult any authorized medical practitioner?—That is my opinion with the safeguard, that the deputy should be responsible for ascertaining by enquiry or otherwise that the illness is serious. He can always determine by talking to others in the office and by his knowledge of the person, whether the man is really ill. There are no doubt medical men who would give certificates without sufficient care. At the same time you naturally hear something of such a person. Then there is not one doctor out of twenty who would give a certificate without proper reasons.

190. Suppose you get a certificate from a doctor when you believe that the illness is brought on by the employé's bad conduct?—I would go to the doctor and tell him my suspicions and ask him whether he was certain that I was wrong. I went to a doctor who gave a certificate of this kind to a man who was ill through drink. The doctor quite frankly admitted that liquor was the cause of the temporary illness and said that in the future he would give no certificate under like circumstances. If it were generally understood that such a cause was not sufficient to give a certificate, he would not have given it. I do not approve of having only one man authorized to give certificates. Take a man with a prolonged illness. If a doctor gives a certificate that is worth anything he must have seen the patient at the beginning, and have seen him all through his illness, otherwise he would have to depend upon the doctor who is the person's regular physician. Under any circumstances it is the duty of the deputy to make the enquiry for himself.

191. Is there any one in your department who is shirking work?—Although as I say some men are not the most industrious, there is no man who is not respectable and goes to the office every day and stays there during the day. But in the 25 men there are some who are more industrious and capable than others.

192. Have you rejected men during their terms of probation?—When a Minister asks me if I require assistance, if assistance is required I give the person who is sent to me temporary employment and keep him long enough in that position to determine whether he is suitable for a permanent position. It is my duty not to take him as a permanent clerk when I might have to dismiss him within six months and thus injure his future.

193. As far as your department is concerned, judged by standards that would be applied in businesses outside, every one is fairly earning his salary?—Yes, those 25 men, if I am not too partial to them do as much work and of as good a quality as 25 men in outside employment earning like salaries do.

194. What have you to say with regard to the efficiency of women clerks?—There may be this difference between women and men, that for permanent occupation women are more likely to be a little indifferent than men, although I have no complaint with those who are in my office.

195. Are you aware that in Washington men cannot go out without a pass?—Yes.

196. Would it be desirable to have a pass or some authority to go out during the day time?—I think it would. The only fear I had in thinking over this matter is about wasting time. Then we must not treat civil servants as slaves. If you can establish a general system without making it too irksome, it might be well.

197. In Washington no man can go out unless he is called out on business?—I believe that is the rule in Washington. It appears to me that wherever it is possible

it would be well to have one hour, say from half-past twelve to half-past one, when no business would be done with outsiders; then every man who comes to Ottawa on public business would know that there was one hour in which he could not have departmental business transacted. Then if a man called at a department in business hours the deputy head of the department would know that all his staff should be in attendance. If a clerk who was needed were not there and had not asked for leave it would be a cause of complaint. The clerk would know that he would be in the defaulters' book should he be called. The system should be made as pleasant as possible to clerks. Having one fixed hour for luncheon in the whole service would have that effect. Under the present system, one half the clerks going out for luncheon and the other half remaining until the former return, it is difficult for the deputy head of the department to remember the hour which a particular man has assigned to him. Then a man may not confine himself to the hour. He goes out at twelve, for instance, the chances are that for the first week he comes in at one o'clock. Gradually without the deputy head knowing it the clerk runs the hour up to a half an hour more out of the short working hours. You do not know what he is doing.

198. Would there be less or more time lost if every man had only a fixed hour to go out?—I must say after thinking it over—during the session is our busiest time—that it would be an absolute convenience for the men who are ordinarily doing business with us if they knew there was an hour during which no business was done and that as a consequence the public could obtain at all other times full information by the presence of the clerks.

With regard to the daily allowance for travelling expenses, I think the Government ought to have the right to decide upon the style of living of the official who is travelling. For instance, the Government have occasion to send a man upon an important mission where it may be advisable to spend \$20 a day. It certainly should be left to the Government what style of expenditure he is allowed. On the other hand no official should be permitted to add to his salary by this means, and should therefore be called upon to show that the money allowed him for travelling expenses was all disbursed and in the public interest.

Respecting the Superannuation Act, I am basing what I have said in my statement on a good system of selection. I have mentioned that there is only one thing that justifies superannuation, that you cannot really get rid of a man without this. Of course the civil servant in my view has no claim to superannuation except by agreement. If there is an agreement with reference to those men who are in the service and you have retained money from them, you are bound to keep the agreement. Every temptation to get men to enter into the service is an advantage to the state. Having a superannuation system is a reason why men that are capable come in and remain.

199. Is it advisable to extend the ten-year limit to fifteen years, *e.g.*, giving these men paying fifteen years abatement, fifteen months' salary, and those paying ten years ten months' salary?—You ought to have an arrangement. It is proper that the civil Servant should have power over the arrangement as well as the Government.

200. Is this contribution to the superannuation compulsory, that is to say, if an employée elects can he say I do not want it? Do you think that it is right that it should be forced upon him?—Yes, I do; because as you will see, the Government could not get rid of him unless there were some system of superannuation, therefore the Government have a right to take abatement. But once they have done that it seems to me pretty hard that it should be left with the Government to determine whether a man should lose his whole superannuation because there is a cry against him, or even because he has done what every one admits to have been a serious wrong. The Government should have the right to dismiss the man and to pursue him in the courts and get him punished. But he should have an absolute right to his superannuation.

201. Why do you publish the addresses of the superannuated officials in your book?—I forget what the object was.

202. Does it run in your mind that no superannuated officials should live out of the country?—No, when a man is superannuated he ought to be permitted to go where he likes.

203. There have been criticisms in the House about people going out of the country and drawing their superannuation allowances?—Now I recollect. It was that discussion which caused the Audit Office to begin publishing their addresses. At the time it appeared to be my duty to give the information. But as to my own opinion it is now what it always was, that superannuated civil servants ought to have the greatest latitude. While a man works he is to be here, but he should be allowed to go where he likes after he has earned this money.

204. In round numbers about \$250,000 are paid per annum out of this fund and we only get about \$60,000 back. It has been said that this represents interest on seven or eight million dollars. But after all it would not take that perpetual capital to pay that superannuation, it is only the expectancy of life that should be taken?—But there will always be new men coming in to take the same place.

205. But in a system such as you propose, a system of selection, the tendency would be to decrease?—Yes, that was my idea, putting the entrance limit at twenty-five. You can get as good men by confining them to twenty-five. The present limit is thirty-five, I would reduce it to twenty-five. I think that was in the Civil Service report of 1881, and that report was not in this respect alone, but in every respect a most valuable one, although the Act of 1882 was very different from the report in many particulars.

206. Is your office divided into branches?—No, the Audit Office is a small one. We have no outside expenditure and no purchases. We do not make contracts.

207. Of course in auditing expenditures you have knowledge of stores and all relating thereto?—Yes.

208. Do you make any suggestions with a view to possible amendments to the Audit Act?—No, I was going to make some suggestions but I thought it would be well for me to know from the Commission in what direction changes would be desired.

209. We would like to have your views as to any amendments that would better the service in regard to checking the receipts and expenditures of public money.

WEDNESDAY, 23rd December, 1891.

Mr. J. J. MCGEE, Clerk of the Privy Council, appeared and said :

In reference to the question put to me yesterday as to technical officers, I desire to add that several men have obtained entrance into the service as such who are now doing ordinary clerical work. They came in as barristers or otherwise and are now doing clerical work. I also desire to say that there are some important matters to my mind which have not been touched in my examination, notably certificates for the pay of extra clerks, the present law relating to the employment of extra clerks, &c., the employment and classification of technical officers, &c., the confidential character of the Privy Council Office and the record of the Privy Council Office and other matters.

[M. McGee is to be re-called to give further evidence.]

Mr. J. L. McDOUGALL'S, Auditor General, examination was continued :

210. You were a member of the House of Commons before you became Auditor General?—Yes.

211. During the Parliament of 1874-78 a parliamentary committee investigated the Civil Service?—Yes.

212. You were a member of that committee?—Yes.

213. And you then arrived at the conclusion that open competitive examination was the proper thing?—Yes.

214. So, in addition to your actual observation as Auditor General, you had from evidence, observation and reading, arrived at that conclusion beforehand?—Yes; I was also a supporter of the Government.

215. In that case you would be taking away your own patronage?—Yes; but I came to the same conclusion as I have stated here, that the present system was politically injurious.

216. Though it might be personally advantageous?—That it was an injury to the party, though of course it might be pleasant for a member to be able to obtain positions for some of his supporters.

217. Is it not a fact under the pass system that in many cases persons fail to pass the examination at first and go up repeatedly until they do pass?—Yes; I know of people who have gone up several times.

218. How were they kept on as temporary clerks in the interval between the examinations?—Since the change in the law, I have always objected to persons being kept on in the interval, if they were kept on. You now refer to persons actually in the service as temporary clerks?

219. Yes.—I should not say there are many of that kind, but I know there are some. I objected to any of these who came under the Civil Service Act being kept on, without a certificate from a medical practitioner that at the time they were unable to go up for the examination.

220. Does the law provide that no one shall be continued as a temporary clerk beyond the first examination?—Yes.

221. Has it not happened that a man has been kept on until an examination in one department and has then gone to another department and been kept on there?—I wrote for advice to Mr. Robinson at one time with reference to this very point. Of course it is manifest that a person who becomes an extra clerk is not debarred forever of privileges he might have belonging to that position, and, if he should leave the service for a year or two, one could very well say that he should not come in as an extra clerk and have all the privileges of that position. The question was, how long should he be out before he would be entitled to come in again. If I recollect rightly, Mr. Robinson said it was rather a doubtful point, and I came to the conclusion that if the person was away a month he might be considered entitled to come in again.

222. You have adopted the rule that a man must be out a month before he comes in in another department?—Yes.

223. Then a man might be employed for fourteen years as a temporary clerk without examination if he would lose a month a year?—Yes.

223½. Then there would be a limit of age in any case, when he could not be appointed?—Yes, of course.

224. From twenty to thirty-five would be fifteen years to go through fifteen departments?—Yes.

225. Do all temporary clerks come under the Civil Service Act, and has any trouble arisen respecting the clause dealing with technical qualifications?—Until recently those men who were not paid out of Civil Service contingencies I did not consider came under the Civil Service Act, but now they are all under the Civil Service Act. They were not subject to the restrictions of which we have been speaking until recently. My view is that there should be no such thing as special qualifications or taking a man in at all before he has passed the examination under the Act. There is no necessity for it. A statement has to be made out that there is no one on the list of passed candidates who can do the work, and there are all kinds of evasions of the Act.

226. There are extra clerks who come under the Civil Service Act, for whom requisitions are necessary?—Yes.

227. Then there are extra clerks outside, such as those in the Department of Agriculture, charged to the census and so on, who do not come under that?—Yes.

228. They can be nominated by the Minister of the department?—Yes; under the Census Act.

229. Likewise those on criminal statistics and other matters for which there are outside votes?—No; I think only on the census.

230. Taking the Agriculture (apart from the clerks paid from the census) as a test department, and it is the same thing in Railways and Public Works, how are these extra clerks appointed?—They were not considered to come under the Civil Service Act, but, under the recent decision by the Treasury Board in the Low case, it was decided that they all come under the provisions of the Civil Service Act though they may be paid out of outside votes. Some departments have been paying them irregularly, but I have called attention to the fact that now they are subject to the Civil Service Act.

231. Then all extra clerks should, after the first month, be paid by Order in Council and on recommendation of the deputy head?—Yes; and should come under the 47th section of the Civil Service Act, that they have passed the examination, unless they are exempt under the clause relating to special qualifications.

232. In some departments—Public Works for instance—is it not the habit to charge the salaries of these extra clerks to many works?—Yes; works with which they have no connection at all.

233. Do you think it would be better to take special votes for their services?—I am quite sure it would.

234. A man might be charged for twelve different works in a year?—Yes; and might have nothing to do with any of them.

235. Do you mean to say that men's salaries are charged to works with which they have no connection and in regard to which they render no services?—Yes; that has been the case ever since Confederation, but I think it is a great mistake.

236. You think special votes should be taken?—I think, if they are extra clerks, they should be charged to Civil Service contingencies, and if they are permanent clerks they should be charged to the vote for the regular staff.

237. But in no case should they be paid as they are now?—No.

238. Is it not very demoralizing to the employees themselves to pursue this system, as indicating that they need not tell the truth?—Yes; it is.

239. Does this amount to any great proportion?—Yes; I think there are eighty extra clerks in the Public Works Department alone, amounting to about \$97,000.

240. Their names do not appear among civil servants?—No; in my report I put them all in in alphabetical order, but in the appropriation they are not charged to Civil Government. In the report which we make, we dig them out in order to show the exact expenditure for that service.

241. Yesterday you gave your opinion that messengers and routine should be extras?—Yes.

242. What do you mean by extras?—Instead of becoming men with a claim for continuous employment and with gradual statutory increases——

243. They should be men employed at salaries without statutory increases and with no claim for superannuation?—Yes.

244. And liable to instant dismissal?—Yes. Now, you must give cause for dismissing a man if there in still work for him. I mean that all messengers should be extra. Of course a messenger is as necessary a part of the department as a clerk.

245. You mean that they should not be members of the permanent staff?—Yes.

246. That they should be paid a per diem allowance?—Yes.

247. And that they should not be entitled to superannuation?—Yes.

248. Do you know much about the English Civil Service?—No, I have only read the general provisions.

249. In looking over the Civil Service Annual, it appears that letter carriers there are paid by the day. Is not the tendency in Canada to make every class permanent?—Yes, it is from the political connection, I think, that it arises.

250. If these messengers and routine clerks were paid a per diem allowance, and were not permanent in the sense of receiving permanent salaries, would it not add to the danger of political patronage?—If they were not subject to some test.

251. Did you suggest any thing?—No, except that, so far as the temporary clerks were concerned, I thought they should be subject to examination in the same way as men who went up for permanent employment except that it might be a lower grade examination. I thought they would be taken in order of merit also, but that so high a standard would not be exacted.

252. In fact, you would have the equivalent of the writer class in England?—Yes, for the temporary class.

253. Is any examination necessary for a messenger?—Yes, I think it is necessary. There is the greatest difference in the usefulness of a messenger if he is able to read and write apart from the general intelligence it gives him. I would exact as much information as possible without depriving us of the services of the men we require.

254. It would be necessary to have great safeguards in order to prevent abuse through political patronage in regard to routine clerks and messengers?—Yes, unless they have to pass the examination, and of course there would be a special appropriation for them.

255. You would apply the competitive system or the merit system to the temporary employees as well as the permanent employees?—Yes.

256. And in that way you would avoid the political influences?—Yes; and I would do away with special qualifications.

257. Supposing you had a promotion in your office, do you think it is best to confine the candidate for the vacant place to the office staff or would you throw it open to the entire service?—I would be inclined to confine it to the office staff as far as the Audit Office is concerned, not that I would not want to get the good man no matter where he came from. An outsider would not have a chance in the Audit Office.

258. You would not make it general?—I do not see how you could give the outsider efficiency marks. Although I am in favour of the competitive examination, yet the basis for promotion must be mainly the way in which the man discharges his duties in the office.

259. Is it not a great complaint in the public service that, while in some departments the promotion is more or less rapid, in other departments such as the Post Office there is practically no promotion at all?—I suppose it is a complaint.

260. That in fact it is just a matter of chance as to a man's success in life what department he is appointed to in the beginning?—Yes, of course in the Post Office Department there is so much routine work compared with what there is in the Audit Office.

261. You have got men from the Post Office Department. Could you suggest any plan by which a good man could be lifted out of the rut in any department? It being presumed that it does not add to the efficiency of the service if a man is utterly hopeless, if he has lost all hope and becomes a dead machine?—Yes, of course, that is killing on the service, but how to give the hope I do not know. I would be inclined to think that in the Post Office Department the bulk of the work ought to be done by the writer class.

262. How many third-class clerks have they there?—I think about 120.

263. They commence at \$400 or \$500?—\$400.

264. And they go on to \$1,000?—Yes.

265. Having the same work to do?—Yes.

266. If they came in with a full understanding that they would only be writers, that would do away with a great deal of the dissatisfaction that exists?—Yes.

267. Any individual in the conduct of his business would do that?—Yes.

268. Practically with the writer class and a smaller fixed permanent class, there would not be the same amount of promotion, and men would understand the position they would be in?—Yes. Of course, in any of these departments men of ability are required, but I mean in regard to the bulk of the work.

269. Your office is necessarily brought into contact with all the book-keeping in the public service—you audit all the payments of all kinds now?—Yes.

270. You have begun in the last few years to audit the receipts?—Yes.

271. Necessarily that would involve through your examiners a knowledge of the book-keeping in the other departments?—To some extent, I have looked upon the system of book-keeping as belonging more to the Treasury Board than to the Audit Office. Until the last three or four years our audit was connected with the expenditure altogether. We did not make any examination of the books of the different departments. Of course, they started with the money they received through the Audit Office and the Finance Department and they had to account for that money properly. Then, with reference to the revenue, we are endeavouring to develop that day by day.

272. Your examiners would have to compare your books with theirs?—Yes.

273. Are the returns promptly sent in to the Audit Office?—Oh, yes, generally.

274. If they are sent in promptly, it involves the fact that the books in the several departments are written up to date?—Yes. Sometimes they are a little longer in one department than in another.

275. Generally speaking, the books answer their purpose in a way?—Yes.

276. They might be improved upon in some department?—Yes..

277. And in some they are obsolete and might be simplified?—Yes; generally, when the book-keeping has been a little behind, instead of suggesting a change of the books a change of the book-keeper is what I have suggested. They have not always adopted the suggestion, but when a man does not keep up his books and has not a good system it is usually, I think, because he is not able, and I have generally suggested that they should change the person.

278. You may recollect that when the Audit Act was drawn up, a clause was put in which was adopted from the English Act, that a plan of account books and accounts to exhibit in convenient form the receipts and payments, should be designed under the superintendence of the Treasury Board?—Yes.

279. Do you think it advisable that the Treasury Board should devise a proper system?—Yes.

280. It has not done anything of that kind?—No.

281. You countersign all debentures issued by the Government?—Yes.

282. Your officers see to the destruction of everything in connection with the public debt—notes and coupons and bonds and everything else?—Yes.

283. They are examined by your officers before they are burned?—Yes. We make a test audit in reference to the coupons. We get a certificate that the examination is made by the Finance Department, and our people, instead of going over the whole again, pick out one bundle here and one bundle there not in a regular way but about a tenth of the whole to test the accuracy of the counting.

284. You do not go over the whole?—No, because they have been gone over. We send a careful person who picks out these bundles.

285. You also, under Minute of the Treasury Board, have the power of auditing the currency work?—Yes.

286. And you occasionally without notice send one of your staff to verify the currency in the Finance Department vaults?—Yes. Of course the entries all go through our office as the bills (1) come from the printer and engraver, (2) as they are signed, and (3) as they go to the Assistant Receiver General, and that indicates the notes on hand in all shapes signed and unsigned. We send a person without notice to the Comptroller's Office and he does not go at regular times, to see that all the notes indicated by our books are there.

287. And you get duplicate returns from the Assistant Receivers General?—Yes.

288. Your bankers now account to you for the unpaid coupons?—Yes.

289. At one time, the whole amount of the debt was charged to the Government and if any of the coupons were lost or destroyed it would inure to the advantage of the bankers?—Yes.

290. Now the bankers account for all unpaid coupons?—Yes.

291. So that in case of non-presentation for some reason or other the advantage would inure to the Government as it should, instead of to the bankers?—We now repay the banks all the moneys for which we draw, but if the money has not all been drawn

within twelve months after the close of the financial year, we call upon them to refund the balance to our credit, and if the cheques come in subsequently as they sometimes do, we pay them out of other moneys, but any advantage there is in that way we get.

292. There would be no chance of any currency being taken out of the vaults without the risk of detection through your audit?—No, it might be done but it would be detected.

293. In England the whole system of audit is after payment?—Yes, I believe that the audit is better after payment than before, because there is a tendency even with the most unpleasant man to accommodate people when they come with an application for money and he passes the application through, but if he has his full time to examine after payment, he can make his objections.

294. All the payments are not made on one signature?—Almost all cheques are signed by two. There are one or two instances of only one signature, for example, the paymaster on the canals. It is not signed by another man because if we had not the credit we would be obliged to give him the cash, and the credit with one signature to the cheque is better than the cash,

295. Do you give the paymasters of canals a certain amount to pay a pay-list in cash or by cheque?—They get a credit from here on the Bank of Montreal and they draw their money as they require it. They are expected only to draw the money as they need it, and to draw the broken sum required for a particular canal.

296. Have you not occasionally found that some spending departments have used the credits instead of the direct payments in order to avoid anticipated criticism on your part?—Yes, it is not a common thing, but it has been done. Of course I speak as strongly as I can about it when it does occur. It would be a very bad system to have it left to the option of the departments whether they should draw against the credits or make direct application, and they should choose all the accounts that were likely to be troublesome in the Audit Office and pay them through the credit.

297. You think whatever system is adopted should be followed in all cases?—Yes.

298. But you think on the whole the post-audit system is the best?—Yes.

299. But if the pre-audit system were adopted, there should be no exceptions?—No exceptions.

300. It has not gone into abuse, has it?—Not into general abuse. But it would be well to have no abuse if you could. Still, one cannot say that the system has been abused.

301. Practically all payments in the public service are certified to by some officer or other?—Yes.

302. In payment of salaries and clerical assistance there is no trouble, but for goods and stores and so on you get a certificate that the prices charged are fair and just?—Yes.

303. As a matter of law that certificate is enough for your purpose?—Yes; it is under the 33rd section of the Audit Act. I have had this difficulty. I have contended that some person should state that the goods had been delivered, that another or perhaps the same person should say the prices are fair and just and that there should be the departmental deputy head to approve the accounts. I have always contended—and I have some difficulty yet with the departments in regard to it—that one certificate of the deputy head is not sufficient, that the man who can state of his own knowledge everything he certifies is the only man whose certificate should be obtained, and that the certificate should show a history of the transaction so that, if it came up in court there should be an indication from the paper itself of the person who could be called to give evidence. The person who receives the goods, no matter who he is, no matter if he is a labourer should be the man to certify that the goods have been received; the man who approves the prices should be the one to say that the prices are fair and just, and that the deputy head should certify that these persons were appointed for the purpose of (1) taking, delivering and (2) certifying that the prices are fair and just. I do not know if that is covered by the words of the Act, but I think that that is the proper course. The department say, You are suspicious of us and are taking our power away; why should you care about the inferior men? We tell you this is so. I

answer that, if this were brought up before the Public Accounts Committee or anywhere else, the superior officer could only say, if the old practice were followed, that he had the information on the statement of some other person which is, of course, very unsatisfactory.

304. Suppose the case of a chief engineer with a number of resident engineers who make progress estimates and final estimates to him, but he is the responsible officer to see that the certificate given on these progress estimates is correct—you would not ask for the progress estimates?—Yes, we get the progress estimates. We never pay anything without a progress estimate. The man does not go on without payment to the end of his contract. He is paid from time to time on progress estimates.

305. You would not pay on the chief engineer's certificate?—No. We ask how much do you claim. This progress estimate is your evidence. We will not take that alone. We do not know that the man is competent or how the engineer has given him instructions, so we require the engineer's certificate that this is the man who knows the work. If the chief engineer says that he knows the work himself, we would pay on his certificate by all means, but if he says that he does not know of his own knowledge, we must have the certificate of the engineer who did the work as well as the certificate of the superior to indicate that the work was done under his direction.

306. But you would have no machinery in your office by which to test the progress estimates as the chief engineer would?—Of course, we would not say, Your engineer does not understand his business. We do not say, your plan is incorrect, but we only want the certificate of the man who knows the work was done.

307. You only see that the chief engineer has the correct estimates and that they are correctly moneyed out?—Yes.

308. But as to the knowledge of the chief engineer that there was the quantity of the work there, you would have no tests for that?—No.

309. He would have tests because he would have preliminary surveys and if there were any direct discrepancy between that and the quantities, he would be able to test it but you would not?—No. We say, We cannot pass this without your certificate but we want this man's certificate because there is nothing to indicate that any one did anything before this. It can do you no harm, this gives us a history of the transaction.

310. Every year there are orders by tenders or otherwise for large amounts of coal to heat these buildings. Suppose half a dozen loads go a person employed by the Government, is there any check of that?—Yes. The Government would give weigh tickets. The Government employees weigh the coal at the Government scales. We call upon them for a statement of every load that is weighed and for the particular paper on which this was marked by the person who weighed it. I do not know that we could go any further.

311. You do not follow the delivery after that?—Yes, this is done always with two men. The man draws the coal and it is weighed, and then the tickets are taken up where delivery is made of the coal into the yard. Payment is made on the tickets thus received at the yard.

312. Some one gives the dealer a receipt?—Yes, as to the weight. That paper is taken by him to the place where it is delivered, and initialled by the person who receives it.

313. Are the weights on the premises?—Yes; they are the Government weights. These loads go to the Supreme Court and the Geological Survey, as well as to these buildings; but there is some one who receives the coal as well as the person who weighs it. All the weigh-bills come to us.

314. You can require the dealer to give you a bill initialled by the person who receives the coal?—Yes. That goes back to the Public Works. They buy all the coal, and then we say, we want the statement, with the weighmaster's checks.

315. Your office is one of verification. You may suggest that you think the price is too high?—Yes. Of course, under the 56th section, I have power to make an examination under oath.

316. It may happen that an account is paid twice?—Yes.

317. At a long interval, perhaps a year's interval, an account may come and escape notice and be paid again?—We have detected some. We cannot always tell those that have been passed by us, but it should not be frequent with us. If it were done accidentally by the department, it would likely be in the same twelve months. Most of those would be done accidentally; I mean so far as the officials of the department are concerned, not by the outsider. If it is done by the department, it is because the official has forgotten—at least I think so usually—because it would indicate a collusion otherwise, and the chances of being rapt over the knuckles for what would be neglect, if not worse. In making out this report, we have all the vouchers connected with any sub-head of this account for the twelve months. That is our system, and the clerk, before he commences to make out the account, has his twelve months' vouchers before him, sorted by name. They are all placed side by side, so that, if the same account occurred the second time it would not escape immediate detection. In fact, we often write to a department and say, Here are two accounts that look like the same; are they the same? This is a matter of very frequent occurrence. Often they write back to say that, though they look the same, they are not really so, and make satisfactory explanations. When they are actually duplicate payments, refunds are demanded. If the accounts belonged to a time before the financial year under examination, duplicate payments can scarcely occur except in collusion with the departmental official who examined the account, as old accounts would naturally cause remark and close examination.

318. That is not meant. What is meant is dishonesty on the part of the man who presents the account and negligence on the part of your employees?—The report of the Auditor General gives every man in the country the opportunity of examining for himself. Any man who knows the business of another man, whether he is in Parliament or not, will probably write to some one and say, This man has been paid twice; so, taken altogether, I think the safeguards are pretty good.

319. Coming back to the "fair and just" business, is it not a fact that we often pay for wholesale purchases the same price as the retail?—That is the great weakness of public business where there are no contracts.

320. That would also be the danger where the contract system is defeated by combinations?—Yes.

321. Even with the contract system we pay the retail price?—Yes, where it is defeated by combinations. Only the system of contract under tender ought to prevail wherever it is possible. Of course, with the liberty which the department should have, that, if there is a combination, they should be able to reject the lowest tender and go outside of the tenders.

322. It is stated that in England now, in large public works—the English Government went to a large contractor and arranged that the works should be constructed, giving the contractor 15 per cent on the outlay. Did you ever hear of that kind of thing?—I know that our Government, for some small works, do the same.

323. Would that be better than the contract system as we have it now?—My opinion is that the tender system, take it all in all, is the best.

324. And the lowest tender should be accepted?—Of course, an easy way to avoid blame is to accept the lowest tender, but an inconsiderate man might tender too low, and then you would have to take the work off his hands.

325. You would have to exercise good judgment?—Yes; the only thing to intervene prejudicially is this political influence, but, with the men's names given, they are before the public, and, if a wrong is done in one case, in ten cases it is done rightly, I think. Then, the contractor should never be given anything but what he agrees in the first instance to take. There should never be any change, if possible. There was a time when all the contracts on the canal were reviewed by an arbitrator, and that was very hurtful to the public interest.

326. There is an appeal from your decisions to the Treasury Board?—Yes.

327. Are there not a less number of appeals yearly than there were before?—I think there were, but not the last year.

328. But generally?—I think so, taking the whole time.

329. There are not many a year, are there?—There have been a good many lately.

330. Do you find the yearly accounts coming pretty promptly now?—Yes, generally.

331. What is the date at which they must all be rendered?—The last accounts, under our present system, by the 31st October. I think it is a pity they should be so long a time, but it is under the law. There is a provision in the law that the accounts which have accrued during the financial year up to the 30th June may be paid, if any appropriation belonging to that year remains, up to 30th September. That practically makes a tremendous rush in the Audit Office from that time to the next session in order to get out the report, whereas, if, with the means of communication we have now, the C.P.R., the Grand Trunk line, and other tapping lines, they had a month after the 30th June to pay these accounts, it would be sufficient.

332. Practically, you cannot begin your work of preparing your report till the 1st November?—No.

333. But, as a rule, these accounts come in before the 31st October?—Yes, most of them. It takes a month, from the 30th September to the 31st October to make transfers.

334. You cannot send your work to the printer until the last account is in?—It takes a considerable time to make up the report after the last account is in. There is very little of our printing for last year's accounts done now.

335. The law is not enacted for the convenience of your report?—No.

336. But for the convenience of the country?—Certainly.

337. You think the time might be shortened to two months?—Yes, or even to one. There is no reason why they cannot pay the public creditor because they could pay him out of the amount voted for the next year.

338. Would it be better to carry the lapsed balances on?—No, we did that before, but we found out that it mixed up the two years' appropriations to a great extent.

339. It is better to allow the balances to lapse?—Yes, and then they have only to re-vote them.

340. If they knew in January of this year, they could vote enough to pay the accounts?—Yes.

341. But if they did not know that, it might be inconvenient to keep the whole account standing for another six months?—Yes. It would not be proper to keep the public creditor out of his money for that time. But generally it will take five or six years to complete any work, and there might always be a small margin of appropriation. Of course public works are a large proportion of the expenditure, but they are not everything. Suppose money is due to a man for provisions to the Mounted Police, if the money is not paid in one financial year, it is paid in the next.

342. The Treasury Board may alter the period for accounting whenever it would facilitate the publication of the public accounts or estimates?—I do not think it would be supposed to apply to that provision. The Government might say fairly, We will not avail ourselves of that for this purpose; but I thought that provision meant that instead of sending in their accounts monthly, they might send them in bi-monthly, or something of that sort.

343. But the shortening of the time might be reached under that clause?—If the Government said that should be done, they could do it without an act of Parliament, but they could go back to it as long as the act of Parliament was there. It would be far better to change the law if the Government thought it proper to make such an amendment.

344. Have you begun the audit of stores yet?—No. There are stores in very many departments of which I get accounts, but the Public Works Department wrote to me to say that the Department of Justice was of opinion that I had not a right to claim the examination of the stores. I see the stores on the Intercolonial, which are by far the largest stores, and the Marine Department, send me a statement of their stores.

345. The stationery stores account is sent?—Yes. The Public Works object to sending a statement of their stores on the ground that the Minister of Justice took the

view I have just mentioned. I have written to them, though not very recently, asking for a statement of their stores. It is somewhat a difficult task to make a statement of their stores. There are stores at Rideau Hall and about these buildings which belong to the Public Works Department.

346. Government stores are peculiarly liable to be stolen?—Yes.

347. What kind of control is there over the army of people said to be employed about the public buildings, such as labouring men and charwomen and so on?—They are under foremen, and it depends on them. There are a great many more than are necessary to do the work.

348. Of late a good deal of change has been made in that way?—A. Yes. I remember when I came here I noticed there was an Order in Council limiting the number of charwomen, and the number was then reduced to what was required by the Order in Council. So far as the grounds are concerned that work is given out by contract. The man who was foreman before is now the contractor. The work now done by day's labour is confined, I think, pretty much to keeping the buildings in repair, that is anything there might be which requires to be kept in order.

349. Coming back to the stores, do you say that the matter is now before the Department of Justice?—I did not consult the Department of Justice about it, but the Public Works Department wrote to me and said the Department of Justice had given an opinion that I was not entitled to demand the accounts. If it were considered advisable that the Audit Office should do the work, the Audit Act might be made to read clearly.

350. It is only recently that you took up the question of the audit of stores in the Public Works Department?—I suppose it is a year since I had any communication with them.

351. Have you taken any steps to audit the stores of the Intercolonial Railway?—When Mr. Tims was engaged in the examination of the Intercolonial Accounts, he went through their books and made a test audit. That was done once since by an Audit Office clerk, and I intended to send a man down this year, but the session was so late and we had so short a time to prepare our report, that we had to put it off.

352. In the event of unforeseen public money being required, a Governor General's warrant is necessary?—Yes.

353. There has been a great deal of talk about those warrants?—Yes.

354. Are there less warrants now than before?—Since the last session there have been very few Governor General's warrants.

355. That is growing less and less?—Since last session.

356. Whether it is freely used or not depends upon whether the Act is given a liberal or a close construction?—Yes. There is one reason why in this country they have occasion to use Governor General's warrants more than in England, and that is because in England they have more loose money, as I may call it, compared with their needs than we have in Canada. They have the treasury chest fund and the civil contingencies fund, two funds that they call upon in case of necessity, apart from the statutory provisions and appropriations, I find that, compared with their gross expenditure of £80,000,000 our expenditure would justify an amount of \$250,000 or \$300,000 on this head, and we have only \$25,000 voted for unforeseen expenses. I suggested to Sir Charles Tupper some time ago that we should extend our amount for unforeseen expenses and draw from that. Of course, the Government would have during the first fortnight of the session, to give as at present an account to Parliament of all the unforeseen expense money used since the previous session. This would be the means of drawing for the small incidental expenditure.

357. It might give rise to some laxity in the preparation of the estimates, if this large amount was voted?—It might the first year, but Ministers would find it would not work because the fund would be exhausted so soon. They would say, We have this for emergencies, but we must provide in the estimates for everything we can.

358. And then, if they knew Governor General's warrants were not available except in extreme cases, each department would be anxious that the fund should not be

exhausted too soon?—Yes, they would say in the event of a large application, that is taking too much from us, that is from the other twelve.

359. Too large an amount of that leads necessarily to laxity?—\$300,000 compared with \$35,000,000 is not 1 per cent. It is not very much to draw from.

360. Your view is that \$25,000 is not sufficient?—It is nothing.

361. You might exhaust it by one Order in Council?—Yes.

362. If you made it millions it would tend to laxity?—Yes.

363. The only thing is to arrive at a reasonable amount?—Yes.

364. There is a clause in the Audit Act authorizing a refund of tolls and duties and so on?—Yes.

365. The proceeds of seizures are paid into the consolidated fund?—Yes.

366. And as far as the audit of receipts is concerned, you would have cognizance of that?—Yes.

367. Did you ever go back to the origin of the seizures in any way?—In what way?

368. How the Government procured the information which led to the seizures?—

No.

369. Simply such and such a seizure?—Yes.

370. If the seizure is made and the goods are worth \$10,000 and they are forfeited, the whole money is paid in?—Yes.

371. And if A, B and C are entitled to receive anything, they are paid by cheque?—Yes.

372. They become informers?—Yes: there is so much paid to the seizing officer.

373. You publish a statement in your book of persons who received pay from more than one source?—Yes.

374. In one case a public officer received nearly \$8,000 for his share of Customs seizures?—Yes.

375. How would you get at the fact that a man is entitled to so and so?—The statement is made that he got it. These men get in addition to this, the informer's money in such a case. So much money went nominally to this seizing officer, and he retained the informer's name. The name of the seizing officer we get, but the name of the informer we do not get. Sometimes the informer is the seizing officer, and then he gets two shares.

376. Then the money is paid in and a statement is furnished to you that so and so is entitled to such and such a share?—Yes, and the informer gets it, but his name is not given.

377. If there is a share paid to the informer, how do you find out that the money is paid over?—That goes through the seizing officer's hands. He is entitled to so much money between the seizing officer and the informer. Of course the informer is known to the seizing officer so that the informer who works through the seizing officer gets his money through him. He may be the same man.

378. And the informer may only get the one hundredth part of it?—Certainly. There has been a great deal of discussion in England between the Auditor General and like people in this country as to this examination. He has always contended that he should have a confidential audit of the moneys of any one whose name is withheld. I have contended the same thing. I have said, You could let me have the examination, not to make it public, if you say so, but in order to see that the money was actually paid. My discussion was more with Mr. Brunel when he was here. Their argument is that the lives of these men are in their hands.

379. You are brought into contact with all the deputies in the public service?—Yes.

380. Do you think one rule as to salary should be adopted with regard to the deputies?—Certainly not, if you pay them according to their duties.

381. Do you think, as a rule, they are paid sufficient according to their duties?—I do not think they are, but I belong to something of that class, and therefore my views are not as reliable as those of a disinterested party.

382. How many chief clerks have you?—Three.

383. They all have distinctive duties?—Yes.
384. And how many first-class clerks?—Only one first-class clerk now.
385. Is that the first-class clerk who was in existence before you went there, transferred from the Finance Department?—Yes, but he was not first-class then.
386. He has no particular distinctive duties, has he?—No.
387. How many second-class clerks are there?—Five.
388. And they all have distinctive duties?—Yes, and some of their duties should belong to first-class clerks.
389. You do not in your office want much routine business?—No.
390. As a rule you want the higher intelligence?—Yes, but of course take a young man who is going to develop into a good man, you do not require to give him as much salary when he comes in as afterwards.
391. Have you many officers who have been holding office for many years and are on that account paid a higher salary than second and third-class clerks?—No, not many.
392. You have weeded them out?—Yes.
393. You take upon yourself all the requisitions for new appointments?—You have no big branches as in the Post Office Department, where the necessity arises?—No.
394. Should not deputy heads in your opinion have the power to suspend?—Yes.
395. Would you give them the power to fine in case of late attendance?—Yes.
396. All the advertising is certified for by the Queen's Printer at proper rates?—That is his duty, but I do not know that it is always done. Lately I have had some evidence that the Queen's Printer thinks he is authorized to pass an account for advertising if there is a contract, and he takes the word "contract" to mean, if there is a verbal arrangement by a Minister.
397. Is that the late Queen's Printer?—It was done by the late Queen's Printer, and the present Queen's Printer who although a very active man apparently inherits the regulations of the office; but I drew his attention lately to the fact that under the Order in Council he is not justified in passing anything without an examination in order to see that the prices are proper. The Minister authorizes the work, but even that should be done by the Queen's Printer. If the order is not given through the Queen's Printer, the Queen's Printer ought not to say that this arrangement is any evidence as to the price which should be paid.

MONDAY, 28th December, 1891.

MR. SAMUEL EDWARD DAWSON, Queen's Printer, was examined.

I was appointed Queen's Printer on the 7th November last.

398. Give the number and cost of permanent staff at Ottawa of the department of which you are deputy?—My department was created by the Statute 49 Vic. It was organized as it is now in 1888, but it scarcely can be said to have had an organic existence until 1889, when the Printing Bureau was completely built.

At present my staff is constituted as follows:—

One Deputy Head—the Queen's Printer.

One Chief Clerk—the Accountant.

One First Class Clerk—the Acting Superintendent of Printing.

One Acting Superintendent of Stationery, who is the senior second-class clerk. These three last are the heads of branches. Besides these are the following:—

Permanent Staff.

Under the officers before mentioned are seven second-class clerks and six third-class clerks. A second-class clerk, Mr. Lamothe, is on my appropriation, but, since a month, has been put into another branch of the Secretary of State's Department. There are twenty-five other employees, inclusive of caretaker, messengers, carters, &c. The rest of my staff are operators. The messengers and caretakers are permanently employed.

As it is my duty to audit all the advertising of the Government, I have one second-class and one temporary clerk of the above number who attends solely to that.

I have also the care of the *Official Gazette*. This is attended to by an extra clerk, who also acts as my secretary, shorthand writer and keeper of records.

The printing and distributing of the lists under the Franchise Act is done under my care.

I submit a statement containing the names, salaries and functions of the officers in the various departments of the Printing Bureau :

DEPARTMENT OF PUBLIC PRINTING AND STATIONERY.

Queen's Printer's Office.

Queen's Printer and Controller of Stationery, Deputy Head of the Department (permanent)	\$ 3,200 00
Emond, E., attends to the <i>Gazette</i> , and is secretary to the Queen's Printer and Controller of Stationery; is a shorthand and typewriter and keeper of the records; has passed the Civil Service examinations. An extra clerk, of four years' service	1,095 00
Allan, H., messenger, permanent	500 00

DETAILED LIST of the Staff of Clerks under the Queen's Printer, December 28th, 1891.

Name.		Status.	Annual Salary.
<i>Printing Department.</i>			\$
McMahon, W.	Acting superintendent; formerly book-keeper and manager with late contractors.	1st Class ...	1,450
Potvin, A.	22 years in Queen's Printer's department; checks requisitions and makes out jackets.	2nd do ...	1,300
Snow, A. T.	Served in two large English printing houses and as clerk in printing and stationery; has passed the Civil Service exam- inations; served here two years; trained to the printing business.	Temporary..	936
Lefebvre, M.	Time-keeper; two years' service; has passed the Civil Service examinations.	do ..	936
Roy, Joseph	Has care of time-check cases and assists in office.	do ..	364
Labelle, L. C.	Charge of linotype room, transferred from Secretary of State Department.	2nd Class ...	1,100
<i>Stationery Department.</i>			
Roxborough, T.	22 years' service in this department; acting superintendent ..	2nd do ...	1,300
Gouldthrite, F.	13 years in this department; correspondence clerk; makes out orders and checks prices of invoices inwards.	2nd do ...	1,150
Walsh, W.	Clerk of small wares; has been 16 years in this department ..	2nd do ...	1,150
Beaulieu, A. H.	Entry and invoice clerk; 10 years' service.	3rd do ...	950
Hughes, J.	Examines and checks quantities and receives goods; 21 years' service.	3rd do ...	700
Beahen, D.	Sales clerk; 8 years' service.	3rd do ...	450
Proulx, I.	Has charge of supplies to Printing Department; 2 years' service	3rd do ...	450
Verge, J. A.	Entry and invoice clerk; 6 years' service	Extra ...	730

DETAILED LIST of the Staff of Clerks under the Queen's Printer, &c.—*Continued.*

Name.		Status.	Annual Salary.
<i>Stationery Department—Con.</i>			
Patenaude, J. A.	Keeps the stock book and assists Mr. Gouldthrite; 3 years' service.		8
Andrews, G. P.	Messenger; 5 years' service.	Temporary	400
Laprairie, A.	Entry clerk; 6 months' service.	Permanent	300
Constantineau, A.	Assists Mr. Hughes; 2 years' service.	Temporary	400
Lowham, P.	Storeman, \$1 per day.	do	540
Ring, E.	do	do	300
Lepine, H.	do at \$1 per day	do	456
Alary, J.	do do	do	300
<i>Accountant's Branch.</i>			
Gliddon, W.	Accountant; a practical printer, familiar with the accounts of the Queen's Printer's Office for 20 years; has the largest experience in printer's accounts.	Chief Clerk	1,950
Barrette, J. G.	Assistant accountant; entered department as bookkeeper in June, 1886.	2nd Class.	1,150
Andrews, George.	A practical printer; keeps register; enters up jackets into ledgers.	2nd do	750
Frigon, J. A.	Keeps the Parliamentary Ledger and the accounts with both Houses, and assists the bookkeeper; served 4 years.	2nd do	550
Peachy, E.	A practical printer; 3 years in service; checks vouchers; makes up costs or jackets from various rooms; with former contractors.	2nd do	720
Munson, J. W.	Keeps the cash books of the various appropriations, and makes the monthly statement to Auditor General of these; 3½ years in service.	Temporary	400
Goulden, R.	Assists in office; 5 years service.	do	400
King, W.	Messenger; 5 years service.	do	400
<i>Publications.</i>			
Larochelle, N.	Care and distribution of Statutes; 10 years service.	2nd Class.	1,250
Roussille, L.	Assistant; 1½ years service.	Temporary	730
<i>Advertising.</i>			
Grison, L. A.	Checks all Government advertisements.	2nd Class.	1,150
Gamache, E.	Assistant; 4 years service.	Temporary	730
<i>House of Commons Distribution.</i>			
Boulet, N.	28 years service in distribution in the House.	do	1,200
Gratton, C.	Assistant; — years service.	do	624
Rivet, J.	Assistant and packer; 33 years service.	do	456
<i>Voters Lists.</i>			
During the revision there are employed on monthly salaries:—			
5 proof-readers at \$62.50 at month.			
4 copy holders at \$40 a month.			
Lamothe, H. G.	Is also borne on this vote, but has been transferred to the Under Secretary of State.	Permanent,	1,400
	And 1 packer at \$1.25 a day.	2nd Class.	
This Voters Lists staff of proof-readers will be dismissed when revision is complete.			
<i>Miscellaneous.</i>			
Foran, J.	Caretaker; 11½ years service.	Permanent	600
Donovan J.	Carter; 14 years service; \$120 a month for two horses and two carts and assistant carter.	Temporary	1,140
	Operatives on pay list, December 24th, 1891:—		
	Male. 268		
	Female.. 83		
	Total.....		351

Summary.

1 Deputy Head.....	\$ 3,200 00
1 Chief Clerk.....	1,950 00
1 First-Class Clerk.....	1,450 00
8 Second " ".....	9,550 00
6 Third " ".....	3,850 00
2 Extra clerks.....	1,825 00
14 Temporary Clerks.....	8,836 00
6 Temporary Carters, Packers and Messengers.....	3,196 00
3 Permanent Caretakers and Messengers.....	1,400 00
42	<u>\$35,257 00</u>

Appropriations.

Civil Government, salaries.....	\$ 29,147 50
Contingencies, salaries.....	1,825 00

ORGANIZATION.

The organization of the Department of Public Printing and Stationery can scarcely be said to be even yet consummated. Under the Queen's Printer as its Deputy Head the following distinct services have been assembled :—

1. The Official Gazette and Laws.
2. The audit of all Government Advertising.
3. The former Government Stationery Department.
4. The Printing Bureau.
5. The sale of all Government publications.
6. The distribution of all Government publications.

It is created by the Statute, Chap. 27, Revised Statutes, amended by 51 Vic., chap. 17.

Of the above services Nos. 1 and 2 are the Queen's Printer's proper province, Nos. 3 and 5 used to be a separate department, No. 4 is a new service and No. 6 is an offshoot from the House—it is the outside distribution of the House of Commons. Three chief clerks were placed over this :—

- (a) The Superintendent of Printing, Mr. Senecal.
- (b) The Superintendent of Stationery, Mr. Bronskill.
- (c) The Accountant, Mr. Gliddon.

The two former have been dismissed and their places have not been filled. Mr. McMahon and Mr. Roxborough are acting officers. The present Queen's Printer has not found any one outside more capable in his opinion than the present acting officers and he sees no occasion for filling the vacancies at present.

Alone, among the departments, these three chief clerks reported, as will be seen in the Blue Books, direct to the Minister and over the head of the Queen's Printer. This probably resulted from the previous history of the services and from the Statute which made them almost deputies of Ministers, for the two superintendents had power to purchase and engage or dismiss employes independently of the Queen's Printer and under the control of the Minister only. Each was equal to, and independent of the other ;

and the late Queen's Printer had his office in the East Block, so that there was no superior in rank in the building. One of the first requests of the present Queen's Printer was to be permitted to remove his office to the Bureau.

This radical defect in the organization of the department is responsible for much of the trouble which has occurred. The political head cannot supervise the details of such a department like a deputy who has no parliamentary duties. He is often absent and often absorbed in very important matters. For this reason it is my conviction that these inherent defects in the organization should be changed, and that the present vacancies in the two offices is the proper time to do it. The deputy of the department should be responsible for the whole of it, as all others are.

Comparatively few of the employees of the Department are under the Civil Service Act. In fact the more the Bureau is run on business principles and the less as a branch of the Civil Service the better it will be. The idea seems to have gained ground among the operatives that they too are Civil Servants and have privileges over other operatives, independently of their skill and industry. My belief is that when an operative is paid the highest market price for his or her labour, that the matter stops; there cannot be a continual periodical increase. I have had to explain that, and that shows how dangerous it would be to apply the Civil Service Act to a business like the Bureau. Some Civil Servants there must be at the head and in the offices, but even they should be experts—even the accountant must be an expert at the printing trade.

This defect in organization became evident to me at the moment of my appointment. It accounts for the fact of there being no general books for the whole department, and I at once ordered a set of books to be prepared, and have been sketching out a system similar to that in a large merchant's office, which, when mature, will be submitted to the proper authority for criticism. The requirements of such an establishment, half business house, half Government, are very peculiar, and the system requires careful thought.

399. How should the Board of Civil Service Examiners be constituted, and what should be their powers?—I see no reason for change in the principle. They should not be deputy heads. They should be persons with sufficient leisure to perform their duties.

400. Should all appointments be the result of competitive examination? What, if any, appointments should be made without examination? Should there be any age limit in the case of all appointments; and state what, in your opinion, the maximum and minimum ages should be?—No. It seems to me that the term competitive examination implies an examination in which the highest marks in a given number of subjects would necessarily win the appointment. My objection is based upon the belief that, in such an examination, all the elements which go to form what is called *character*—that is, the moral qualities of persistence, courage, patience, tact, power of adaptation, sound judgment, and such like qualities—do not have their due weight. But, if by competitive examination it be intended that the deputy heads should have the power to award marks for the qualities above referred to, my views upon the subject would be materially modified, for the final selection would then be made out of a class previously winnowed by competition. There should be a standard of attainment which the Examining Board should exact. The present method seems correct in theory. Experts require no examination because their fitness must have been tested in actual life, and must be evident to all. The present limits of age seem sufficient.

401. Should deputies be appointed during pleasure or during good behaviour?—I think that if the deputy heads were too independent of the political heads, they would rule the country without being responsible to the House. There are inconveniences on both sides. It is a difficult question. A popular Government will work better as the matter is now arranged, even if it is not ideally the best. The powers of deputies in theory are sufficient. In practice I think it probable they are much curtailed. I have personally had no such experience, possibly because my appointment is too recent.

401½. Should there be any third-class clerks at all? If so, what should be the limi-

tation as to salary? Is the present maximum, \$1,000, too high? Should there be an intermediate class, ranking lower than second and higher than third?—It appears to me that the public interest would be served by the abolition of the third class clerks; because there is an inconvenience in making a permanent official with a statutory annual increase, at so low a grade in the public service. There is not time nor opportunity to test the qualities of a youth before he becomes a permanent fixture on the Civil Service.

402. In adding for optional subjects should there not be some understanding that the optional subjects were necessary in the duties of the office to which the appointment is made?—Certainly.

403. Are the recommendations for increases of salary always made with due consideration, or are they in a very large measure perfunctory?—My appointment is too recent to know.

404. Is it desirable to have an annual fixed date at which all increases of salary should take effect?—No.

405. Should there be a general preliminary examination for all departments, or should there be special preliminary examinations for each department?—Yes, and the special examinations for special departments should rest with the deputy head or be under his direction.

406. How, and by whom, is the selection made from the list of qualified candidates in your department? Did you ever report against an official during the term of probation, and was another trial allowed, as provided in section 36, sub-section 2?—My clerks are mostly appointed under the Act creating my department. They have mostly been chosen as experts in the first instance as in the case of a private firm. To the second portion of the question—my appointment is too recent to afford occasion to report on a probationary clerk.

407. What is the practice in your department in regard to the appointments of persons having professional or technical qualifications, and have you ever had an examination held in any such case?—Answered by the preceding.

408. Is it desirable to have promotion examinations, or if not, what would you recommend to be substituted?—I cannot think of any better way than promotion on the recommendation of the heads of branches or departments, concurred in by the Minister. That approaches nearest to the practice of private firms and of large corporate bodies. The deputy heads are responsible for the work, and the Minister must keep his department in touch with public opinion as expressed by the House. There is a danger of making the Civil Service promotions too mechanical.

409. Is it desirable to make to the Civil Service Board a yearly estimate of the vacancies likely to occur during the year?—I do not see how any reliable estimate could be made. Vacancies are usually caused by unforeseen events.

410. If promotion examinations are deemed desirable, should the officers earning the higher number of marks be the successful candidates, or should the promotions be made on the report of the head of the department, based on the recommendation of the deputy head?—The recommendation of the deputy head. He carries on the work and cannot do it without willing and efficient help.

411. Should not promotions be made by Order in Council?—As it is it seems to me that Council is loaded with unnecessary detail, I would not add more.

412. Should not exchanges of positions be made on the report of the deputy heads of the departments concerned?—Yes.

413. Should the temporary clerk or writer class be extended or limited or abolished?—It would seem to be preferable to extend the class of temporary clerks and to receive them upon the Civil Service permanent staff at the grade of second class when their fitness has been proved. I think such a course would tend to encourage habits of steady work in early life and check the tendency to sit down at ease which is often manifested

when a youth's future is settled. The temporary clerk would gradually be advanced to the salary limit of the second-class, and would pass into it and become permanent on the recommendation of the deputy heads.

414. Should there be a general provision for equal leave of absence for all classes, or should not length of service, nature of appointment and responsibility of office be factors in considering the extent of leave to be given?—Equal leave of absence is inadvisable. The more responsibility the more labour, and the need of rest is greater.

415. Should not leave of absence be compulsory?—Compulsory leave is not necessary unless where money affairs are concerned.

416. Should there be a system of fines for small offences?—No; it would lead to petty tyranny and degrade the service.

417. Is it advisable to reinstate an official who has resigned his appointment without the recommendation of the deputy head?—No; to reinstate is to appoint.

418. Do you strictly observe the law regarding the attendance books? Do all your officers sign the book? How do you deal with those who are late in attendance?—Yes; I would suspend a man persistently late.

419. Have you any suggestions to offer as to the Civil Service Act in general or as to your own department in particular in connection therewith?—I hesitate to offer any criticism of the Civil Service Act because of my recent appointment; still there are one or two things I have observed which seemed to call for remedy. Cases occur to me where clerks, called temporary or extra, have been very many years in the service and are performing responsible duties with efficiency, who cannot be permanent civil servants without again entering as third-class clerks at half their present salaries. Having families they cannot afford this.

420. Have any difficulties arisen in the conduct of the business of your department arising out of the provisions of the Civil Service Act?—I do not complain of the Acts so far as I can understand them. I hear much complaint among the Civil Servants of the pressure of politicians, and that not alone from the political heads but from influential Members of Parliament. So far I have no experience of it, but when the House meets and members can get at the political head, I am likely to have some trouble. From what I can learn men have been forced into the Printing Bureau in years past through the influence of members. Not being permanent they can be quietly eliminated, but it needs much tact to do it without bringing down some members who can make matters disagreeable.

421. Is it desirable for officials to sign the attendance book when leaving the department for any purpose?—I think that it is not advisable in every department to sign the attendance book more than once. In my own—certainly not. In the case of operatives their time is carefully checked, for they are paid by the hour. In the case of clerks, they are continually being sent out to the other departments in the conduct of business. The matter should be left to the deputy heads. The more it is tied up by general Orders in Council, the worse it will be for the service.

422. In your opinion are the office hours, 9.30 a.m. to 4 p.m., sufficiently long, or could they be extended in your department with advantage?—I have a very strong opinion that six hours' real work should be taken out of every man. The time should be from 10 to 5 with one hour for lunch. The juniors should be at their posts at 9.30 as now.

423. Is it desirable that the officials should leave the department for luncheon?—The present practice is wasteful of time to a degree inconceivable. For two hours, 12 to 2, half the staff at least is absent, and the other half is therefore inefficient; for men in an office should work together like a train of wheels in a machine. Any one wheel being absent the work stops. Most men absolutely require food in the middle of the day, but one hour should be allowed for all, and it should be known, so that the public may not waste time by trying to do business in that hour. That is done all over the continent of Europe. During that hour the offices are in charge of a porter. Then at the appointed time business re-commences in earnest, and if a man is absent he is dismissed. I have taken authority to do this in my department, and as soon as I can get my office moved to the Bureau, I shall enforce it.

424. Do you take care to ascertain that the length of service recorded in the Civil Service List is correct in the case of the officials attached to your department, and that in the case of those officials who come under the provisions of the Superannuation Act, such service is only entered as would be counted for superannuation?—The length of service is correct only in the establishment book of each department.

425. In your department are the officials generally aware of the Treasury Board minute of the January 28th, 1879, respecting the use of political influence; is its spirit generally observed; and in case of infraction has the attention of the head of the department been called thereto?—I have not seen the Treasury Board minute of January 28th, 1879. I have asked from my brother deputies what it is about. I always thought the rule was quite the reverse.

426. Is it desirable that a fixed daily allowance should be given for travelling expenses, or would it in your opinion be preferable to reimburse the actual outlay incurred?—In the matter of travelling expenses there is great difficulty. The present allowance is not enough for a deputy who should stop at a good hotel. The rate should clearly be apportioned to the rank. I think it will be a saving to the Government to fix the rate. It will be a saving of time; for if the Auditor General's Office is once set to audit every little detail of personal expenditure, there will be no end of difficulty. The deputies now lose money when they have to go to large cities.

427. In your opinion is a Superannuation Act necessary in the interest of the public service? If you deem it necessary, do you consider it advisable to restrict the operations to certain classes of officials having distinctive duties or otherwise?—I consider that a Superannuation Act is as proper and wise in the Civil Service as in the Naval or Military. It is a pension, and is extended in practice to great monetary institutions.

428. Do you consider the ten-year term sufficient?—Yes.

429. Do you consider as a rule the age of sixty years to be a proper age for retirement?—It might be increased to sixty-five. At sixty many men attain the summit of their administrative powers. For instance, many Cabinet Ministers here and in England are examples.

430. Would you deem it desirable to have all officials retired at a certain age, and what would be your view as to that age?—No; men differ too much in their mental and physical powers. It is impossible to fix an age for retirement suitable for all.

431. Would you grant the option of retirement to any official who wishes to retire from the service, and at what age should this option be fixed?—At sixty, a man might have an option if he has served for twenty-five years. The length of service should be the condition.

432. Should any term in your opinion be added to the actual term of service of any official to be superannuated, however he may have been appointed? If a term be added, do you consider it advisable to regulate such additions by confining it to certain offices designated and by requiring a certain length of service before such addition can be made?—Yes; in the case of an expert, because such a man carried with him the experience of his whole previous life, obtained not at the expense of the Government. But the proper time to add to the period is at the commencement, not at the end, when a man who has given his best powers, so acquired, may, from want of having personal friends on the Council, be deprived of what is granted to another whose friends may be in a position to aid him.

433. Do you consider it proper that abatement for superannuation purposes be deducted from the salaries, and do you consider the present percentage sufficient?—I do not see any reason to change the system of deducting the superannuation fee.

434. Would it be desirable to have a system of insurance in connection with superannuation?—The question of insurance ought not to be mixed up with superannuation. The calculations are radically different. Compulsory insurance is impracticable because of the different conditions of constitution and health. I doubt the propriety of the Government taking up the matter on so limited a basis.

435. In cases of dismissal or resignation, in your opinion should the abatement be deducted from salaries for superannuation purposes be refunded?—Superannuation premium is collected by compulsion. It is paid, and, like any other thing paid for, should be delivered. The Government, like any other employer, has the power to dismiss: but it is neither just nor equitable that it should confiscate any man's property save by a court of law.

436. Do you deem it advisable to allow any extra term of service to any officers removed to promote efficiency or economy, or for any reason at all?—It seems equitable that when an officer is removed to suit the convenience of the public service and for no fault of his own, the question of an extra term of service ought not to be prejudiced on that account.

437. When once a superannuation is effected, do you consider it desirable to retain the power to call back to the service, the person superannuated?—No.

438. What system of purchase is adopted in your department?—Speaking strictly, the Queen's Printer cannot be said to control the whole expenditure of his department. The Act under which it is organized, provides as follows:

51 Vic. cap. 17, sec. 4, sub-sec. 2, viz:

"The Superintendent of Printing may, with the approval of the Minister, employ such apprentices, journeymen, workmen, skilled hands, or others, as are necessary to perform the work of the establishment, and may remove the same. And may, with the like approval, purchase such material, other than printing and paper, as is necessary for such service. The provisions of the Civil Service Act shall not apply to the persons so employed by him."

Similar powers are, by section 5 of the same Act, given to the Superintendent of Stationery as regards paper and stationery. There are no operatives in the stationery department, so the intention of the Act is to include clerks. As a matter of fact, the law requires that the paper for the "Laws," the "Gazette," and the "Blue Books" shall be purchased by contract; the remaining portion is purchased in the open market as found cheapest and most suitable to the requirements of the work to be done. My practice is, if there is time, to write to the leading paper makers and get samples, or to send the samples and get prices. Since I have been appointed, all purchases have been made after reference to me, and I have been guided by my own judgment, assisted by the heads of the branches requiring the supply.

439. In respect to the paper purchased by contract, were tenders called for?—Tenders are, and must be, called for the paper used for the "Laws," for the "Blue Books," and for the "Gazette." Three-fourths of our printing paper is purchased upon tenders, and the other fourth is bought as required. The general stationery is not bought under contract. The Canadian writing paper is chiefly bought under a contract, from the Rolland Paper Mills. This contract was made in July of the present year, and exists for three years, subject to revision at the end of each year. In this month of December, the contract was before me for revision. I looked over it and saw that no change was required in consequence of any general fall in prices. The market price was rather higher than lower, and I came to the conclusion there was no occasion to modify the contract. The English papers, and the other papers that are required are relatively small in quantity, and are purchased where we can buy them cheapest. We import them direct from England, where we have accounts open with the paper makers. Most of it comes from Pirie, Cowan, Walker, and other first-class English houses. We have also accounts open in the United States for such goods as are best bought there. Binders' supplies seem to have been imported through Canadian houses, but I have taken steps to open direct accounts. In the matter of books, I have already opened accounts with houses in London, Paris and Leipsic.

440. When you called for tenders were the lowest accepted?—No doubt they were, taking the quality of the paper into consideration.

441. Give a general idea of the method employed in controlling the expenditure of the department?—The goods are purchased for this department, as I have said, partly by tender, and partly in the open market. When received they are checked by one of

the clerks whose special duty it is, and who certifies that the quantities are correct according to invoice. The paper is then sampled. Several samples are pulled from different parts of the consignment and sent up stairs with the invoice to the chief clerk who examines the quality and certifies that it is correct. The bill is then paid under the certificate of these two officers, by the Queen's Printer's cheque, countersigned by the accountant.

442. During your experience have you ever had occasion to refuse goods because they were not according to tender?—Yes, the other day I refused quite a large lot of paper because it was not up to sample in colour, it was returned to the maker.

443. The quantities are checked as well as the qualities.—Certainly, the paper is weighed, and reams are taken at random and the sheets counted. Similar precautions are taken with envelopes and other goods.

444. What system is followed in issuing these stores? How do you manage about checking the consumption?—The goods are sent out of the Bureau on requisitions signed by the deputy heads of departments. Certain costly goods require in addition the signatures of the Ministers. The goods are delivered on these requisitions to a clerk in each department whose duty it is to attend to that special matter. He receives the goods and signs a receipt for them on the back of the requisition. At the end of the month these requisitions are sent as vouchers to the Auditor General with a detailed statement of all the purchases made by the department in question.

445. In selling the blue books from your department what means have you of checking the income of the money?—The money comes addressed to responsible officers who hand it into the accountant and he puts it to the credit of the various accounts. In the same way moneys for the *Canada Gazette* are sent from the Queen's Printer's office to the accountant and credited for the *Canada Gazette*.

446. Have you a book of the receipts numbered in order?—Yes. There are numbered receipt books and such receipts are sent for all amounts of one dollar and over. There is such a receipt book specially for the *Gazette*. There was a cash book in the Queen's Printer's Office and the Queen's Printer used to deposit the cash in the bank to the credit of Receiver General. I closed it immediately on my appointment and sent all cash to the accountant who I conceived to be the legal cashier for the whole department.

447. But when the account is paid what record do you show?—We enter it in the book.

448. Supposing it does not reach you, there is no receipt book with the entry in it, like a cheque book?—In the case of sums under one dollar the practice is no doubt loose for there would be no stub to show a receipt had been sent. The letters inclosing the amount are on file for reference in case of need.

449. You have no means of telling whether all the moneys that come in are accounted for at the time?—I have no additional means except to rely upon the honesty and integrity of the officers.

450. And any dispute that might arise afterwards with the person who said he had paid his account?—For small sums a difficulty would arise. Receipts should be given from a receipt book and the stubs kept no matter how small the sum.

451. Have you any means by which the man receiving the money makes evidence against himself of the receipt?—Not in the case of small sums. In sums of over one dollar the stub would remain. The general cash book I have ordered will show at a glance the daily receipts small and large, and in future separate receipts for the small sums will be given from the receipt book.

452. You sign the accounts?—Yes.

453. Then the only efficient receipt will be that which you have in contemplation, otherwise the money received may fall into improper hands?—The main defect which struck me on entering office was the absence of a general cash book where receipts from all quarters would be shown. There were separate books. No doubt the need was not so great as in a merchant's office because the business is done almost wholly with departments of Government and no money passes. Payments are made by cheques and vouchers for all transactions are cleared through the Auditor General's Office. So

the business mainly is one of account and not of money. And the accounts are clear enough; but the absence of a general ledger and a general cash-book showing at a glance the whole business and the daily receipts from all sources, is a defect which is being remedied. The best check is a general cash-book balanced by a deposit in the bank and always open to inspection as in a merchant's office.

454. You have spoken of experts. You do not include all your men under the name of experts, all your accountants and first, second and third class clerks?—As mere clerks they all ought to know something about the printing and stationery business. In my department there ought to be no simple writers. Every one of them ought to know something about the business.

455. That would be true of every department, so far as the mere technical duties of the department were concerned. But is there anything in the duties to be done by your permanent staff that could not be required by persons who had passed competitive examinations, or other qualifying examinations?—Certainly not in the Printing Department. It is a very complicated thing to understand a Printing Bureau.

456. Even the accountants and clerks?—The accountant of the department is of all men the one who has been most useful to the Government in carrying the bureau through its inchoate stages, and this has been possible to him solely, because of his great technical knowledge of every detail of the printing and binding business. A man who was an accountant only would have signally failed. As for the clerks I would point to the detailed statement of their duties now submitted. You will see that the larger part of them acquired technical knowledge in the service of former contractors or elsewhere. In the sale of the publications no expert is required. The distribution for the House of Commons could be learnt by outsiders any time. The real need for experts consists in the handling of the stationery and the printing.

457. There are lots of men engaged in the stationery business who would bring the necessary qualifications to the office?—Yes; if you took them in from the outside. The mere ability to add up a column of figures would not serve in the business of the bureau.

458. In speaking of examinations, have you confined your view to a mere academical examination?—When I look at the list of subjects in Civil Service examinations, I find that they are mostly of an academical nature. There is a knowledge of geography, for instance, a knowledge of arithmetic and grammar. But a man may be a good superintendent of stationery who could not pass a civil service examination, because of deficiencies on the literary side. Such a man might yet be exceptionally skilled as a judge of a sheet of paper. That is what we want. We want a man that can tell a good sheet of paper, and that is not an easy thing to do. I have known men who have been years in that trade, and yet they are easily deceived in paper. I have known men who have been for years buying paper, who have refused paper one day and taken the same two or three days afterwards, when mixed up with a lot of other samples. I have known them to select the very paper refused two days before, to select it as the very best. I have known that to be done often. So you see that competitive examination, as usually understood, would not help my department much.

459. You do not look upon men who are doing clerical work in your department as experts?—The head accountant or some one at any rate pretty well up in the accountant's office, should also be familiar with the printing business.

460. It seems that if we take your view every department would be filled with experts and no examinations would be required for anything?—My idea of an examination is that it is required to provide a class of men educated up to a certain definite standard, from which a large portion of the Civil Service clerks can be drawn. But, as a matter of fact, there are several departments in which experts are required for all important places such as the Department of Public Works, for instance, and some branches of others as the Department of the Interior. But the man who is the best clerk will not always make the best administrator. And this is where, I think, purely competitive examinations will fail.

461. In the English stationery office they have an officer called an assistant examiner of paper?—Yes. There is an examiner of paper and an assistant examiner,

and an examiner of book binding who has also an assistant—there are two similar offices for the printing contracts. Besides these there are a number of clerks who seem to be intermittently employed, from what I can learn, by the last report of the controller. I would remark, however, that there is a radical distinction between English and Canadian departments. In England, everything is done by the contractors, of whom there are many. They not only do the printing, but they distribute the laws and sell the publications. They send out the *Gazette*; their messengers deliver the goods, and their clerks attend the Houses and departments. In Canada the department is a large manufactory, employing 350 operatives, and making all parts of a book but the paper, besides carrying on all the operations of a manufacturing stationery business, such as map mounting, perforating, etc. Therefore it is that the technical clerks must be more numerous in proportion.

462. Suppose there should be a vacancy in one branch or the other, how would you go about filling it with the best man?—I would find out if there was a man in the department who had the requisite qualifications, and if I could not find such a man I would go outside. I would go to the printing and stationery trades. I could not do otherwise.

463. Could you devise a system of examination papers by which you could open your appointment to the trade so that there could be a competitive examination for those who are willing to take the appointment?—I think a scheme could be devised by which I could select skilled officers. But I would not like to be bound to take the man with the highest marks.

464. The examination being suited to the office to which the person is to be appointed, so that you may appoint by merit and not by political influence?—Yes, if the examining papers were drawn up in a particular way. Carefully adapted to the department they would have great value in preventing political influence in appointments; for the Minister would be confined to a small number of men all of whom would presumably be qualified.

465. An examination like that is actually made by the board, of the man's knowledge apart from any written papers?—Apart from written papers, other things must be considered. Take for instance the head of the printing department now in the Bureau. There are other things required besides knowledge, for instance the management of men. That is a very different thing. We have 351 operatives there and it requires a great deal of tact to keep internal difficulties from arising, besides strikes and collisions with the trades unions outside.

466. But would you not have a chance to bring them out by probation?—Yes.

467. Do you not think then that that might be worthy of consideration—to always take your second in command for the first place when it is vacant?—That is the true way when it is by any means possible. For that reason the two vacancies that have occurred have not been filled up from outside in hope of being able to fill them up from the officers now in the department.

468. Do you see any objections in your department to take a promotion examination, limited largely to the duties of the office to be filled?—I see no positive objection to it. There are differences of temper and tact also to be considered—differences of character.

469. In the promotion examinations much discretion is left to the deputy head in regard to efficiency?—If there is a discretion left it is all which can be desired, but what I mean by a competitive examination pure and simple, is when the deputy head is compelled to take a man who had the largest number of marks. But in filling vacancies, I should hope never to pass over the senior unless I had good reason to do so.

470. You have twenty-five temporary clerks. Do you make a requisition when you want a temporary clerk or does the head of the department appoint?—I presume I would consult with the head of the department. But under the Act creating the department the appointments are made by the superintendents with the approval of the Minister—the Queen's Printer seems to be excluded from the matter though no doubt he would be consulted.

471. But since you have been there you have not had occasion to increase the number of temporary clerks?—No.

472. Are any of them inefficient?—There are none inefficient. There is one man very ill, I do not know what to do in his case: he ought not to go out of his own house but manages to sign the book every day. If he did not we should have to stop his pay for he is a temporary clerk. It would be cruel to do that for he would have nothing to live on. He is merely inefficient from sickness. I am acting as I would in a private firm—excepting that if I were to do as I would do for myself I would let the man stay at home.

473. You are aware that you have to sign a requisition when a temporary clerk is required?—Yes, I suppose so.

474. How many operatives have you?—I have three hundred and fifty-one operatives. There are a good many women among the operatives; we require them in the binding department. There are eighty-three women and two hundred and sixty-eight men. The women are nearly all in the binding department, but there are twelve in the press room. And that recalls a point I tried to make in my written answers. They have got the idea that as Government employees they should be treated differently from others and they say that Mr. Senecal had promised them a rise of fifty cents every six months. The women in the press room are paid five dollars a week which is the highest price ever paid for that kind of labour in Canada, and they wanted six dollars. Those in the bindery also want a raise of fifty cents every six months irrespective of the value of the work they do.

475. So far as your experience goes is the work done by the Government as cheaply as the same work is done by contract?—I am trying to get at that. So far as I have gone I have concluded that if the whole work done by the contractors be taken into account it is as cheap. The Government get better work but they do not get it at a lower price. But if you separate out a special class of work, straight setting, solid type composition, I am satisfied that it costs more than it does outside. The contractors made their profit by charging standing matter as new matter and by measuring the blank forms as if they were solid. I believe that the Government get their work done now taken as a whole just as cheap as from contractors, but it is of better quality. You can see for yourselves that the blue books now printed by the Government show better work; they are on better paper and in better type than the blue books printed by the contractors.

476. What do you mean by the contractors charging twice over. Were they paid more than the contract allowed them for?—The contract allowed for a setting every time that matter was used twice, whereas it might be printed from standing matter.

477. Or when figures were involved, and French was set up, the figures did not need to be changed?—Certainly, they charged it all as new.

478. Have you taken into account the interest on capital?—No. The best summary of the results of the department will be found at page 7 of the report for 1890. The total debits were \$431,932.41; the total credits were \$346,278.96, leaving a difference of \$85,653.45. There was also \$16,603.90 paid for permanent or on capital account. This difference of \$85,653.45, an apparent debit, is made up as follows:—

Paid for voters' lists	\$72,858 76
Deficiency on sale of Laws	2,244 07
Deficiency on sale of Gazette	1,825 88

\$76,928 71

Still there is an apparent debit of \$8,724.74, but the value of the stationery stock as per inventory increased by \$10,536.72 during the year. This stock was all merchantable, available stock, and the inventory was checked by the Audit Office. I conclude therefore that there was in effect a balance of \$1,811.86 upon that year's transactions. The main part of the edition of the laws and nearly all that of the Gazette are presented gratis to officers of the Government throughout the Dominion, and the cost of the distribution is borne by the department. That might be considered some offset

against the interest on capital. The accounts are kept in the accountant's statement at page 7 in that special way to suit the exigencies of the appropriation accounts, and at first I could not understand them, but on a careful analysis they can be translated into mercantile language as I have given it.

478½. Would you think it better to take a vote of Parliament every year for the preparation of the voter's lists?—I think it would, and then it would not appear against the Bureau.

479. Are the amounts you have charged to the departments for the work greater than it would have cost the departments to have the same work done by the contractor?—I answered that as nearly as I could. I think, so far as I have been able to form an opinion, that the work is done better at the same price. I do not think that the House of Commons ever expected to get their work done cheaper. The report of the committee shows that they hoped to have it better done for the same aggregate amount, which is the case.

480. Should not the maps be mounted in your bureau?—They ought to be. That is the law.

481. But it is not carried out?—I should not certify to any accounts for mounting not done at the bureau, and I think the Auditor General would not pass them. We buy a lot of cotton, we have a place for mounting maps and we do mount a great many.

482. Are you aware whether there is a lithographing service attached to the Department of the Interior?—Yes, I have heard so.

483. That should be done entirely under your supervision?—It ought to be.

484. It would be cheaper if it were amalgamated with your bureau?—I am not so clear about the cheapness of a lithographic establishment. I would like to have some time to think of it. It has been for some time under consideration.

485. In regard to distribution would it not be advisable as in England to put the weight and the price on the blue book?—That is what I propose to do, to put not only the price but a consecutive number so that any blue book can be ordered by its number on the title page.

486. With respect to the printing of the voters lists, you have a system by which you keep galleys of standing type of the lists?—Yes.

487. That must be a source of considerable saving in the printing of these lists?—Yes, the law could not be carried out in any other way. The setting of these lists to commence, when done outside, cost \$106,863.14. A reference to departmental report for 1888, page 33, shows that when set up at the bureau the same work was done at a saving of \$20,000 after paying for the type. It would take forty men twelve months to set them up anew.

488. Have you an unused stock of stationery on hand in proportion to your possible requirements?—The whole stock of printing paper and stationery does not amount to more than \$50,000. Many a stationer in a large city has more. A wholesale stationer carries double that amount.

489. Has the purchase of plant been unduly extravagant?—There is one calendaring machine which is not used, and there are a few machines that have been purchased in excess of the requirements, but not more I think than would have been the case in any concern of equal size. It is easy to see a mistake after a concern is in running order. I wonder more were not made.

490. Are your operatives paid by the hour?—Yes.

491. It appears in the time book that as work was given out some men took a greater time to perform the same amount of work than others did?—That might possibly be. I did not observe it, but that occurs everywhere. No two men will work at the same speed. It is one of the difficulties of a manufacturing business.

492. Is there a Union?—All our hands are Union hands. Under that system we have to employ by time and not by piece work. A private firm could drive their hands harder and no doubt grind more out of them.

492½. Last year \$46,000 was paid in advertising. You say it is your duty to check this advertising?—Yes.

493. Are the rates ordinary newspaper rates, or are special contracts made?—They are ordinary newspaper rates; but sometimes special contracts are made. One or two have come before me.

494. Your predecessor had an idea that when a special contract was it made it was not his business to go behind it?—Yes.

495. Even if that contract was beyond newspaper rates?—He had an idea that if a responsible Minister made a special contract with a paper to put in an advertisement, he should certify it "correct according to contract." That is a question between the Auditor General and my predecessor and myself.

496. In the outside printing, exclusive of the bank notes, it appears that about \$90,000 was paid last year, and a great part of it is evidently for the Intercolonial?—Yes, all the stationery and some printing was lately turned in to the Queen's Printer; but the bulk of the printing is still done outside.

497. It is your duty now to examine this?—Yes, as regards what is supplied from the bureau. It is just like another department; but I do not know anything about the outside work. It is more than I first supposed.

498. A large amount of \$10,000 paid to the *Halifax Herald*?—I have no means of checking the work outside the bureau.

499. Do you print immigration literature inside the building?—Yes, it is all done in the bureau except the lithographing.

500. You have nothing to do with the payment for literary services in connection with immigration?—No, I simply see to the printing. The immigration pamphlets are all done now at the bureau.

501. How about the *Patent Record*?—The contract for that is cancelled and no new contract has been made. I think that costs now about \$12,000 a year.

502. The difficulty with the *Patent Record* is the lithographing?—It is quite understood that the bureau is to do the printing but not the lithographing.

503. And that question is to be settled, about the lithographing work?—Yes.

504. You were saying just now that there was a desire expressed by your temporary clerks to be accepted as permanent clerks?—Yes.

505. Where do you draw the line between permanent and temporary clerks?—The statute draws the line. There is no difference in practice. I think they want to be appointed permanent clerks in order to get the advantages of the superannuation fund. Besides a permanent clerk is much more independent than a temporary clerk. A permanent clerk, for instance, cannot be dismissed excepting by the Governor in Council. I think that the deputy head ought to have the power to suspend a clerk if he has not power already.

506. Taking the Act as it stands, you are asked: Should there be a system of fines for small offences? Would you be inclined to modify that, knowing that deputy heads have not the power to suspend?—I would not have power to fine a man, but I should like to have the power to suspend him.

506½. Suppose a man comes in at ten o'clock; that would not be a case of suspension?—I would let it run on till it became serious and then have a regular suspension.

507. Will you explain how advertising bills are paid?—The advertisements from all the departments are sent down to the bureau and set up and a proof is sent to the publisher, with a letter stating that this advertisement is to be inserted and to occupy so many lines, to be set up and displayed just in the way in which it is displayed in the pattern. When that is done, the publisher returns the copy and a paper in which it is inserted with the bill. We compare the original sent with the paper in which it has been inserted, and with the bill to see that they have charged no more lines than we gave them liberty to charge. Then they are paid for it according to the rates charged on that particular paper. Of course we have to pay more for advertising in a paper of large circulation than in a country paper.

508. But there must be considerable advertising outside of Ottawa in which you would not have occasion to have it sent here to be set up?—All advertising should pass through the audit of the Queen's Printer. The Auditor General requires this before passing the accounts.

509. Then if an official of the department in Halifax has occasion to issue an advertisement in a Halifax paper you have to send it up here first to have the advertisement set up by the Queen's Printer, and then transmitted to the paper?—Advertisements generally come through his own department. An official at Ottawa would send it over to me with a requisition, and it would then be set up at the bureau just as it is wanted and forwarded to the paper selected. There is a patronage list of newspapers. When advertisements are to be inserted in newspapers not on that list the requisition must be initialed by the Minister; the signature of the deputy is not sufficient. There are, however, advertisements inserted by officials elsewhere which do not come here first. The bills are sent to this department to be checked before being paid, and the Auditor General requires the Queen's Printer's certificate.

510. So your department has control over all advertising ab initio?—Yes, but in this case of special contract of course that is a question between the Auditor General and the late Queen's Printer.

511. That is in process of settlement now?—It is in process of discussion which I fancy will lead to a settlement. The more I think about it the more clearly it appears that the Auditor General is right.

512. By the act you have the sale of the waste paper of the service?—Yes.

513. How much do you get a year from that?—I think it was \$500 last year. It is sold at twenty-five cents per hundred pounds. That is quite as much as it is worth. The arrangements for checking the weight and for supervising the contractor, I have just discovered to be inefficient, and the whole business was last week put on a new basis; so that we may be certain to receive all the amount whatever it may be.

514. How do you manage during the session about the cartage between the House and the bureau?—There are three carters regularly employed; we pay them so much a month. There are two carters for the printing side, and one for the stationery side. They are our delivery staff. If the House is not satisfied we shall have to increase it during the session.

515. How do you get supplies up to the departments?—They are delivered by our carters. We keep three carters all the year round.

TUESDAY, 29th December, 1891.

Mr. ALEXANDER M. BURGESS was examined.

I was appointed secretary of the Department of the Interior on the 1st January, 1882, and held that post until the 1st of July, 1883. I was acting deputy from February, 1883, until I was appointed deputy on the 1st of July of the same year. My experience in the department goes back to 1876. I have been deputy of the department since the 1st July, 1883.

516. Who were your predecessors?—Mr. Meredith, who was the first deputy, left the department in 1878. He was succeeded by Colonel Dennis, who was really unfitted on account of ill health for a year before he went out, and he retired in the beginning of 1882. Mr. Russell came in 1882, and ceased the active performance of his duties in February, 1883, but retired from the office of deputy formally and finally on the 1st of July that year.

517. Has your health also suffered during the time you have been deputy?—Yes.

518. Then practically in thirteen years there have been four deputy heads?—Yes.

519. One has been superannuated, one killed and the third has broken down completely?—Yes.

520. Give the number and cost of permanent staff at Ottawa of the department of which you are deputy, in 1882 and 1891, respectively. Also number and cost of extra clerks or other officials in all its branches, whether paid out of Civil Government funds or otherwise, in 1882 and also in 1891?—I submit two statements prepared by the accountant of the department giving this information.

DEPARTMENT OF THE INTERIOR.

STATEMENT showing the Number and Cost of Permanent Staff at Ottawa in 1882, and each subsequent year up to 30th June, 1891.

	No.	1882-83.	No.	1883-84.	No.	1884-85.
		\$ cts.		\$ cts.		\$ cts.
Interior Minister	53	51,631 81	56	60,254 22	61	62,961 17
	1	8,000 00	1	7,293 00	1	7,000 00
		1885-86.		1886-87.		1887-88.
Interior Minister	60	67,174 58	68	72,320 78	71	78,060 67
	1	6,999 96	1	7,000 00	1	5,658 30
		1888-89.		1889-90.		1890-91.
Interior Minister	68	78,430 40	67	77,921 01	82	80,821 83
	1	6,379 00	1	7,000 00	1	7,000 00

Department of the Interior,
Accountant's Branch,
Ottawa, 29th December, 1891.

J. A. PINARD,

Accountant.

To A. M. BURGESS, Esq.,

Acting Deputy of the Minister of the Interior.

DEPARTMENT OF THE INTERIOR.

STATEMENT showing Number and Cost of Extra Clerks, &c., at Ottawa, whether paid from Civil Government or otherwise, in 1882 and each subsequent year up to 30th June, 1891.

	No.	1882-83.	No.	1883-84.	No.	1884-85.
		\$ cts.		\$ cts.		\$ cts.
Dominion Lands (chargeable to Income)	30	22,010 00	50	28,723 82	57	30,596 02
do (chargeable to Capital)	13	7,993 00	26	18,474 75	32	20,809 25
		1885-86.		1886-87.		1887-88.
Dominion Lands (chargeable to Income)	58	36,042 80	61	40,015 79	51	32,658 52
do (chargeable to Capital)	33	22,024 50	30	23,754 25	26	20,994 00
		1888-89.		1889-90.		1890-91.
Dominion Lands (chargeable to Income)	51	33,000 51	47	32,430 88	29	26,786 40
do (chargeable to Capital)	23	19,078 26	25	19,407 45	25	20,859 35

Department of the Interior,
Accountant's Branch,
Ottawa, 29th December, 1891.

J. A. PINARD,

Accountant.

To A. M. BURGESS, Esq.,

Acting Deputy of the Minister of the Interior.

521. How should the Board of Civil Service Examiners be constituted, and what should be their powers?—There should in my opinion, be a Board of Civil Service Commissioners who should, as in Great Britain and the United States, have supervision of the examination and also have the other powers and functions which are exercised by the Civil Service Commissioners in Great Britain and the United States.

522. Should all appointments be the result of competitive examinations? What, if any, appointments should be made without examinations? Should there be an age limit in the case of all appointments; and state what, in your opinion, the maximum and minimum ages should be?—Except for the higher class of technical and professional work of the Department of Interior, all original appointments should be the result of competitive examinations. No appointments should be made without such examination as would prove the candidate for appointment to be possessed of a good general education; but there are offices in the department which might have to be filled by appointment from outside the service, to which the competitive principle could not well be applied. I think there should be an age limit in the case of all appointments. In regard to the lower classes in the Civil Service to which the great mass of the appointments relate, I think the minimum age should correspond with the age at which a youth who did not make choice of the Civil Service as a profession might matriculate into one of the Universities with a view to fitting himself for some other profession. The minimum age therefore might be fixed at sixteen for all appointments of this class, and the maximum age at twenty-five. The interests of the man himself require that by the time he is twenty-five years of age he shall have definitely settled upon his calling in life and have fitted himself for it. Except for one of the higher offices, as Deputy Head, the Chief Engineer of Railways or of Canals or some similar office where it might be necessary that an appointee should have received his training and his peculiar qualifications should have been tested outside of the service, I do not think that original appointments should be made after forty-five. As to the appointments which could be made in my opinion between the ages of twenty-five and forty-five, I might refer, in illustration of my meaning, to the following offices in the Interior Department: Surveyor General, Chief Inspector of Surveys, Geographer, Chief Astronomer, and Law Clerk; also any heads of branches, if no one in the department were qualified to obtain the office by promotion.

523. Should deputies be appointed during pleasure, or during good behaviour? Should their responsibilities and powers be extended, and, if so, in what direction?—In the past, deputies have practically held their positions during good behaviour. It is of the highest importance in the public interest that the permanent head of a department should be in a position to exercise the functions of his office fearlessly and independently, which he in many instances might not be able to do if his tenure of office were dependent upon the favour of the Government for the time being. The law should, therefore, make that tenure accord with what has been the practice in the past. I do not think it would be possible to extend the responsibilities of deputy ministers, because according to my experience and observations they are already responsible for every thing which is done in their respective departments, but their powers ought to be extended. The fact would appear to be that at present a deputy head of a department has to bear all the responsibility but has no distinctive power whatever, except such as his Minister may choose to give him. The Audit Act, for example, clearly makes him accountable for all the expenditures of his department, but I fail to find any statutory provision which gives him any power in relation to such expenditures. It is especially necessary that his powers should be so extended as to give him more perfect control over the officers and clerks of his department, for whom he is according to law and practice held responsible. Generally speaking, I should say that the powers of deputies should be so extended that they will be somewhat commensurate with their responsibilities.

524. Should there be any third-class clerks at all? If so, what should be the limitation as to salary? Is the present maximum (\$1,000) too high? Should there be an intermediate class ranking lower than second and higher than third?—Yes; and I

think the maximum and minimum salaries of the third class should be \$1,000 and \$700 respectively. I do not think the present maximum of \$1,000 is too high, assuming that the minimum salary, as suggested, were \$700, and that the third class were a class into which admission could as a rule be obtained by promotion only. There should be a fourth class, where the salaries would range from \$400 to \$700, and out of which, except in very special cases, vacancies in the third class should be filled by promotion. Whether the clerks of the fourth class should be permanently appointed, or whether they should not be, and remain temporary employees (subject to removal, however, only for inefficiency or because their services were not needed) until they were promoted into the third class, is a more difficult problem. The business of the Department of the Interior has been subject to great fluctuation during the fifteen years I have been connected with it, and this condition of affairs would seem to indicate that the employment of the writers and the copyists in the lower class should be of a temporary character, so as to permit of a reduction or an increase of the clerical staff according to the volume of business, without creating the disturbance which would arise from the exercise of the pleasure of the Crown in that direction in regard to clerks on the permanent list. I think there should be what would constitute the equivalent of an intermediate class between the second and third; in other words, between the class the minimum salary of which is \$400, and the class the minimum salary of which is \$1,100.

525. In adding for optional subjects should there not be some understanding that the optional subjects were necessary in the duties of the office to which the appointment is made?—There should be a rule to that effect; but it should also be possible for a clerk at any time after appointment to qualify himself for the performance of some particular duty, such as shorthand writing or typewriting, and on passing an examination on the subject to receive the same consideration as if he had so qualified himself before appointment, provided always that the optional subjects in which he so passes are directly incident to the duties of his office.

526. Are the recommendations for increases of salary always made with due consideration, or are they in a very large measure perfunctory?—Any recommendations I have ever made for increases of salary have been made with due consideration. As to the statutory increase of \$50 per annum, I have in the course of my experience consulted various members of the Government and various deputy heads of the public service, and they have all agreed with me in considering the Civil Service Act as meaning that the increases shall only be withheld as a sort of punishment for gross inefficiency or misbehaviour.

527. Is it desirable to have an annual fixed date at which all increases of salary should take effect?—It might be convenient in relation to the keeping of the accounts but the principle would have nothing else to recommend it.

528. Should there be general preliminary examinations for all the departments, or should there be special preliminary examinations for each department?—If the competitive system is not to be adopted, there should be a special examination in addition to the qualifying examination, which would test in a preliminary way the special fitness of the candidate for the work of the department in which he desired to be employed.

529. How and by whom is the selection made from the list of qualified candidates in your department? Did you ever report against an official during the term of probation, and was another trial allowed, as provided in section 36, sub-section 2?—The selection has generally been made in the Department of the Interior by the Minister.

I have never reported against any official during the term of probation, but then nearly all the clerks in the department have served terms of considerable length as extra clerks before being placed on the probationary list mentioned in this section of the Act, and therefore their qualifications have been previously well tested.

530. What is the practice in your department in regard to the appointments of persons having professional or technical qualifications, and have you ever had an examination held in any such case?—Nearly all the employes of the Department of the Interior who have professional or technical qualifications are paid out of the appropriation for surveys, the work which they are employed to do at headquarters being as

necessary to the completion of the surveys as is the work in the fields. They have almost all qualified themselves for Government employment by passing the Civil Service examination as well as by their previous professional training for the special service in which they are engaged.

531. Is it desirable to have promotion examinations, or if not, what would you recommend to be substituted?—For reasons to be hereinafter stated, I think it is desirable to have promotion examinations.

532. Have promotions in your department been made only when vacancies were to be filled or has it happened that an officer has, while continuing in effect to perform the same duties, been promoted to a higher class?—The promotions in the Interior Department have chiefly been made when vacancies were to be filled, but it has often happened also that an officer has been promoted while still performing the same duties as he was performing when in the lower grade and merely because he had arrived at the maximum salary of his class.

533. Is it desirable to make to the Civil Service Board a yearly estimate of the vacancies likely to occur during the year?—I know of no useful object to be accomplished by making this estimate.

534. If promotion examinations are deemed desirable, should the officers earning the highest number of marks be the successful candidates, or should the promotions be made on the report of the head of the department, based on the recommendation of the deputy head?—While I am in favour of the competitive system for original appointments, assuming the same rules to apply as are at present in force in regard to the Civil Service of Great Britain, I do not think that the officers earning the higher number of marks in a promotion examination should be the successful candidate for that reason alone. He might be able to pass such an examination very successfully, but might not be possessed of the personal qualifications which would enable him to exercise efficient control over the clerks who might, in case of his promotion, be placed under him. If, however, the deputy head were to continue, as at present, to have the power of giving marks for qualifications of this description, and no officer would be eligible for promotion who fell below the prescribed standard in subjects upon which the deputy minister awarded the marks, I think the competitive system ought to prevail. There should, however, in my opinion, be a special examination for each vacancy as it arises; and the fact that a candidate had passed the promotion examinations for one vacancy, should not make him eligible for another. The promotion should in that case follow as a matter of right, and should be made by order of the Civil Service Commission, if such a commission were appointed. Otherwise, concurrence by the head of the department in the report of the deputy head should be sufficient. Generally, it may be said that the deputy head is the best judge as to who should be promoted to a particular office, and that he has a greater interest in having the right man promoted than anybody else, because if he is surrounded by inefficient men his own efficiency will be seriously impaired; whereas if he is properly assisted and supported by those next him, the opposite result will follow, and he will fail only if he be personally inefficient. But deputy heads, like other people, will have their preferences, and in order that promotion may not follow merely as the result of such a preference, but may be based upon merit and capacity in every instance, I think the merit and capacity of the candidate for promotion should be tested by competitive examination so far as that is possible.

If any promoted clerk prove incapable at any time subsequent to promotion there should be some provision by which he could be superseded, and his promotion cancelled. But the power to do this, no matter by whom exercised, should be surrounded by every possible safeguard.

535. Should not promotions be made by Order in Council?—All promotions in the Department of the Interior have been made by Order in Council. If, however, a permanent Civil Service Commission of the kind already indicated were appointed, it should be the duty of the Commission to make the promotions after examination.

536. Did the head of the department ever reject any man who has been promoted? Has any officer in your department after being promoted turned out to be incapable and

was the attention of the head of the department called to the case, and was such promotion cancelled?—The power of rejection provided for by clause 43 of the Civil Service Act has never been exercised in the Department of the Interior; and while some officers who has been promoted have not wholly, fulfilled the expectations which were formed of them while they were serving in the lower grade, there has been no instance in which the want of capacity has been sufficiently marked to justify the cancellation of the promotion.

537. Have you at any time by your certificate in the promotion examination enabled a candidate to pass whom you deemed unfit?—No; but some have obtained promotions, as already indicated, without having imposed upon them duties of the nature for which I certified they were fit.

538. Did you ever in respect of the efficiency marks give a less percentage than 30 per cent. in the case of any candidate in your department seeking promotion?—Yes.

539. Should not exchanges of positions be made on the report of the deputy heads of the departments concerned?—Yes.

540. Are exchanges ever made for the convenience of officers and not for the benefit of the department concerned?—Most of the exchanges of which I have had experience have been for the benefit of the department, but some undoubtedly have been for the convenience of the officers.

541. Should the temporary clerk or writer class be extended, or limited, or abolished? Have you given any thought as to the desirability of having a junior division or boy copyist class? Do you recommend the creation of such a class? State generally your views as to the expediency of having a high grade permanent staff and lower grade writer and boy copyist classes?—I have dealt with this question in my answer as above.

542. Under the present system, in what manner do you ascertain the necessity of employment of extra clerks?—Latterly upon the report of the officer in charge of the branch in which the employment is given, followed by personal enquiry by myself.

543. Do you invariably select from the list of passed candidates; if not, are enquiries made as to the fitness of the persons who are on such lists?—Up to a comparatively recent date the extra clerks in the Interior Department were paid out of the Dominion lands income appropriation, payments made from which it was understood were not controlled by the Civil Service Act. The extra clerks accordingly were largely selected without regard to age, or whether they had passed the examination or not, and I may add, that they were not selected by me. No new selections have been made since it was decided by the Minister of Justice that the Act does control these payments. I should add that the services of all extra clerks who were not in the employment of the department in 1882, and who were not qualified for employment by having passed the examination, have been dispensed with.

544. Have you any women clerks employed in your department? Are they generally efficient and are there any branches of your department in which women clerks could be exclusively employed—Yes, there are in the department nine permanent and four temporary women clerks. Generally they are efficient, but as they are employed in exactly the same work as men, I cannot say that there is any branch of the department in which they could or should be exclusively employed.

545. Should there be a general provision for equal leave of absence for all classes or should not length of service, nature of appointment and responsibility of office be factors in considering the extent of leave to be given?—The responsibility of the office occupied should, in my opinion, be a very large factor in governing the extent of the annual leave.

546. Should not leave of absence be compulsory?—Assuming that the principle is conceded that leave is given not in the interest of the officer himself, but in the interests of the service, and because a certain period of relaxation is necessary to good health and to enable a man to perform his duties satisfactorily, I think that leave should be compulsory.

547. Should there be a limit, and if so what, in the case of leave on account of sickness?—I think it should be a rule that in cases of sickness, not the result of indiscretion or bad habits of life, and on presentation of a medical certificate as at present, a clerk should be entitled to one month's sick leave with full pay. At the end of that time if he produces a proper medical certificate that he is unable to resume his duties he might have further leave for a period not exceeding 12 months on half-pay. At the end of that time if still unable to come back to work, the clerk should either receive a retiring allowance or be superannuated, according to circumstances. I know of men occupying very responsible positions who have been obliged to be absent for lengthened periods from ill health resulting wholly from their devotion to the business entrusted to them. Probably however, if the annual leave were compulsory, illness and prolonged absences from this cause would be rendered less frequent.

548. Has the business of your department suffered, and to what extent, through the granting of leave of absence to officers on account of sickness or otherwise?—Not to any appreciable extent.

549. In your department have any abuses prevailed as to the granting of leave of absence?—No.

550. Should there be a system of fines for small offences?—I think a man's pay should be subject to deduction if he absent himself without leave or is guilty of breach of discipline, drunkenness during office hours, or of any such irregularity of that class.

551. Is it advisable to re-instate an official who has resigned his appointment, without the recommendation of the deputy head?—No.

552. Should any test of competency to perform the required duties be shown, and is it necessary to appoint at the same salary?—If he has been absent from the department for more than a year, I think he should be required to pass an examination which would test his competency, and furnish certificates of good health and as to his behaviour during the interval. It would not, I think, be necessary to re-appoint at the same salary, although if he were entrusted with duties of equal responsibility, and his pay when he resigned was not out of proportion to the importance of those duties, he should be re-instated at the same salary.

553. Do you strictly observe the law regarding the attendance books? Do all your officers sign the book? How do you deal with those who are late in attendance?—The law is observed as strictly as is possible. The chief clerks in charge of branches do not sign the attendance book, because each head of a branch is furnished with a book in which is recorded the attendance of his staff. I have found it expedient and indeed necessary to adopt this plan, and since the responsibility for the attendance of those under him is placed upon the officer in charge, I have not considered it advisable to require him to sign himself. There are also some officers such as the Geographer, the Chief Astronomer, and the Chief Inspector of Surveys, whose duties require them to be absent from headquarters for considerable periods, and much of whose work has to be done outside of the office and without respect to official hours, in regard to whom the fact that they do not sign the attendance book would be no indication that they were not properly performing their duties.

As to those late in attendance, all that has been necessary so far has been to caution the offender. Nobody has been persistent in coming late.

I must say, however, that I regard the existing Order in Council as fixing ten o'clock as the hour of attending in the morning, although 9.30 is mentioned. It would tend to promote prompt attendance if the hour were definitely named.

554. Have you any suggestions to offer as to the Civil Service Act in general or as to your own department in particular in connection therewith?—I think the provisions of the Act could be greatly simplified. I do not profess to be able to understand it, and I have found that the deputies of other departments labour under the same difficulty.

555. Have any difficulties arisen in the conduct of the business of your department arising out of the provisions of the Civil Service Act?—Yes, very grave difficulties have arisen. The department has been charged from time to time with the conduct of

business which had no necessary relation to the general work of the department, for which no provision is made in its organization, as for instance the business arising out of the appointment of the Half-Breed Commission in 1885, 1886 and 1887; the distribution of military bounty scrip and land warrants granted to the volunteers actively engaged in suppressing the half-breed rising of 1885; the distribution of seed grain to settlers in the North-West Territories in 1886, 1887, 1888 and 1890, and the repayment of the same; and the adjustment of rebellion losses claims. These were all services for which no provision could have been made in advance, and the enormously increased volume of business had to be despatched by the regular staff. In consequence of the provisions of the Civil Service Act, which were considered by the Auditor General and by the Government to preclude the possibility of directly remunerating the permanent clerks for their increased work and responsibility, the Minister of the Interior and myself had to choose between finding the means of compensating these officers to some extent or permitting the business to remain undone to the discredit of the Government and the annoyance and loss of the public. I can quite understand the necessity for forbidding the payment of extra moneys to permanent officials for services which are incident to their daily duties, and which, if they are reasonably industrious and competent, they can perform within office hours. I can even understand that when occasion requires it should be in the power of the Government to order a clerk to remain in his office after the regular office hours; and when extra hours of service are constantly required at certain fixed periods every year, it could be made part of the terms of the engagement that this service should be performed for the ordinary salary. But where, as in the instance I have mentioned, the extra labour imposed upon an official is not in any way connected with his ordinary duties, could not have been anticipated by himself or by the Government at the time of his engagement, and must be performed by him in order that it may be done satisfactorily, then I can see that to require him to do so without suitable remuneration is unfair and unreasonable, and that if the responsible head of the department finds himself compelled to avail himself of the services of a permanent official for the performance of pressing and important extra service, it should be in his power to remunerate the officer for his services directly and at once. Of course it may be said that this could be done in the cases to which I refer if those who performed the service had been willing to wait until Parliament had specially voted the money for them. Experience leads me to the conclusion, however, that the men upon whom the responsibility and the labour is thrown in such cases would not be satisfied to take the chances involved if that course were pursued, and that if they did the work at all on that condition they would do it under compulsion.

556. Have many changes in the character and extent of the service required in your department occurred since the passage of the Civil Service Act, and have as a consequence the duties in your department or of any branch or of any officer of your department been varied?—Except in special instances mentioned, no radical changes in the character and extent of the service required in the Department of the Interior, have occurred since the passing of the Civil Service Act.

557. Have any persons found their way into the service of your department who either from defects existing at the time of their appointment, or from advanced age or from bad habits, are ineligible for retention in the service?—There are a few cases of that kind, but I think they are in proportion not more numerous than would probably be the case in any commercial establishment of the same size.

558. Are the number of persons employed in your department out of proportion to the increase of work?—If the services of the comparatively small number of inefficient men in the department were dispensed with, the number of persons employed would bear a very reasonable proportion to the amount of work done.

559. Has the work of your department increased beyond the capacity of the permanent staff, and if so, has it led to the employment for lengthened periods of temporary clerks; and has the rate of the remuneration of these temporary clerks, been increased from time to time?—See answer as above.

The remuneration to temporary clerks in the Interior Department has been as a rule, \$1.50 per day, and where increases have been granted they have not been invariably in consideration of or in proportion to, increased usefulness.

560. Have you any suggestions to make, more particularly in connection with any rules laid down under existing statutes that had been found inconvenient or impracticable and that would lead to any irregularities?—My answer to a previous question would largely answer this one, except that I consider that the provision of the law which permits appointment only at the minimum salary of any class is a direct inducement to irregularity, not of the kind which would be in violation of the law, but none the less an irregularity. Several cases have arisen in my experience where the services of a suitable clerk for a particular service could have been secured for \$800 or \$900 a year. That salary not being the minimum of any class, could not be paid, and the temptation to secure a desirable official even at the minimum of the next higher class, in other words, at a salary much beyond his actual worth as the minimum salary of the lower class would be below it, was undoubtedly a very strong one. I think the law should be amended so as to remove that temptation.

561. Have you any suggestions to make in connection with the imposition of checks upon the admission of ineligible candidates, or in regard to the giving of proper facilities for relieving the service of useless members?—The competitive system has been found in England and the United States an efficient check upon the admission of ineligible candidates, not more than two per cent of those who have been admitted to the Service of the United States after competitive examination having been found subsequently to be unfit for the Service. I have little doubt that the same results would follow in Canada. I think such power should be given to a permanent board of Civil Service Commissioners as would enable them on good cause being shown by the permanent head to relieve the departments of useless clerks. Also to exchange useful clerks from a department in which their services are not required to another department or departments where they are needed.

562. Is it desirable for officials to sign the attendance book when leaving the department for any purpose?—I do not think it is practicable, and therefore not desirable.

563. In your opinion are the office hours, 9.30 a.m. to 4 p.m., sufficiently long, or could they be extended in your department with advantage?—In my opinion six hours would be a reasonable day's work for the majority of the clerks employed in the routine duties of the Department of the Interior. The hour of attendance in the morning is now practically 10 o'clock. I think 9.30 a.m., should be definitely fixed instead, that one hour should be allowed for lunch, during which it should be understood that the whole staff would be out of the department, and that 4.30 p.m. should be substituted for 4.00 p.m., as the general hour for stopping work.

564. Have any abuses prevailed in your department as to the length of the working hours?—Undoubtedly the effect of existing rules has been that while industrious and zealous officers never leave their offices until the day's work is done, whether that be 4, 5, 5.30 or 6 p.m., and when occasion requires they return at night, the careless and inefficient, on the other hand, imagining their hours to be fixed by the Order in Council make it a rule to come as late and go away as early as possible. They never remain after hours unless specially requested to do so, and I have found that extra hours of service unwillingly rendered are so unsatisfactory that latterly I have rarely called for them. This results in a practical abuse, which would not exist if the power of a deputy head were at all proportioned to his responsibility in this relation.

565. Is it desirable that officials should leave the departments for luncheon?—Do all your officers leave for luncheon at the same time; if that is the practice, is an arrangement made whereby the business of the department does not suffer through their absence. What length of time is given for luncheon?—The officers do not all leave for luncheon at the same time. I think they should be compelled to do so. They would benefit in health by the relaxation; the offices could be thoroughly ventilated in the

middle of the working day, and if the public only understood that during a specified hour no one would be expected to be in the department, they would govern themselves accordingly.

The length of time given for luncheon at present is not in excess of one hour,

566. Do you take care to ascertain that the length of service recorded in the Civil Service list is correct in the case of the officials attached to your department, and that in case of those officials who come under the provisions of the Superannuation Act such service is only entered as would be counted for superannuation?—I take care to ascertain that the length of service stated in the schedule furnished to the Secretary of State's Department is correct as far as the means of informing myself are at my disposal. I have never regarded the service recorded in the Civil Service list, as having any relation to the service which would be counted for superannuation.

567. In your department are the officials generally aware of the Treasury Board Minute of the 28th of January, 1879, respecting the use of political influence; is its spirit generally observed; and in case of infraction has the attention of the head of the department been called thereto?—I have taken care that they should know generally. The spirit of the order is not generally observed, and more than once I have called the attention of the Minister and of the official concerned in the infraction.

568. Is it desirable that a fixed daily allowance should be given for travelling expenses, or would it in your opinion be preferable to reimburse the actual outlay incurred?—I think it would be desirable, if it were possible, to reimburse actual outlay, but experience shows that the system is not so economical as a fixed daily allowance, and therefore on the ground of economy alone I think a fixed daily allowance is preferable.

569. Do you make in your department the same allowance for travelling expenses to all classes of officials and for all services, or do you discriminate and to what extent?—The same allowance for travelling expenses is made to all classes of officials in the inside service. I do not discriminate because I do not think I have the power to do so. The allowance is regulated by Order in Council.

During the last fifteen years I have served in all grades of the public service, from that of junior 2nd class clerk up to that of Deputy Minister, and I can testify from personal experience that a junior 2nd class clerk and a deputy head of a department cannot travel upon the same allowance.

570. In your opinion is a Superannuation Act necessary in the interest of the public service? If you deem it necessary, do you consider it advisable to restrict the operations to certain classes of officials having distinctive duties or otherwise? What change, if any, would you propose as regards the officials of your department?—In my opinion it is necessary not only in the interests of the service but in the interests of the public. I know of no reason why its application should not extend to every permanent officer in fact, the smaller the pay, the greater necessity for some provision of the kind.

I have no change to suggest in regard to the inside service of the department of the Interior, as to the class of officials to whom the Superannuation Act should apply; and as the order of reference to the Commission includes the service at headquarters only, I understand that my views in regard to the outside service are not asked for.

571. Do you consider the ten-year term sufficient, or would you increase the number of years to be served before an annuity be granted?—I think that up to fifteen years, a provision by which a retiring official should receive a lump sum equal to one month's salary for each year of service would probably be fair both to the public and to the official.

572. Do you consider as a rule the age of 60 years to be a proper one for retirement?—I would consider 60 years a proper minimum age for retirement, but if the official is in the enjoyment of good health and perfectly fit for the performance of his duties, I do not think it should be compulsory at that age; and as to service after 65 years of age, the provisions of the Order in Council of the 1st December, 1870, would seem to me to be sufficient, although, to the best of my knowledge and belief, that order has been openly disregarded.

573. Do you deem it desirable to have all the officials retire at a certain age, and what would be your view as to that age?—See answer as above.

574. Would you grant the option of retirement to any official who wishes to retire from the service, and at what age should this option be fixed?—Yes, if my view that the superannuation abatement should be made sufficient to sustain the superannuation fund were adopted, and the clerks became entitled as of right to what is now apparently accorded as a matter of grace on the part of the Government, I should say that any member of the Civil Service should be entitled to retire at any time on giving due notice, but that the retiring allowance should be greater in the case of one who leaves on account of ill-health than where a man leaves to enter more profitable employment. I believe that every public servant ought to have the option of retiring at 60 years of age in any event.

575. Should any term, in your opinion, be added to the actual term of service of any official to be superannuated, however he may have been appointed? If a term be added, do you consider it advisable to regulate such a provision by confining it to certain offices designated and by requiring a certain length of service before such addition can be made?—Any term to be added—not in any case to exceed ten years—to the service of any official should be a term agreed upon at the time he accepts employment. Even under this rule, the addition should only be made in the case of special and technical officers who may be appointed after 25, and the Government should be required to contribute to the fund a capital sum equivalent to the value of ten years or less added.

576. In your department has the additional term or portion of additional term been granted solely to officials appointed to high offices for technical qualifications, to officials whose office has been either abolished, or who have been retired for reasons of economy; or has the additional term been granted in any case to officials who entered the Service after the age of thirty years, and who never did anything but clerical work?—In the Interior Department the additional term where granted has been granted solely to persons appointed to high offices for technical qualifications.

577. Do you consider it proper that abatement for superannuation purposes be deducted from the salary? If so, do you consider the present percentage sufficient, or do you consider that it would be desirable, in the interest of the public service, to increase the percentage, in order to provide (a) that if no superannuation takes place through death or any other cause, the official, or his representative, should be reimbursed for the abatements deducted from the salary; or (b) that the officials who are superannuated might have the alternative of accepting a commutation in lieu of superannuation to the extent of the abatement paid by them?—In the interests of the clerks, I consider that the superannuation fund should be self-sustaining, so that every man who is to receive benefit from it should receive that benefit as a matter of right and not as a matter of grace or favour. Whether the present percentage is sufficient or not it would be impossible without a thorough examination and actuarial calculation to decide, as so many people are deriving large yearly allowances from it whose contributions have been little or nothing.

578. Would it be desirable to have a system of insurance in connection with superannuation?—Yes; so that on the death of an official some provision should be made for his family; but in that case it would not be desirable or possible to pay back to his representatives the abatements deducted from his salary. If the fund were self-sustaining there could be no objection to granting a commutation in lieu of superannuation, wherever preferred, subject to regulations as to condition of health and chances of life at the time of retirement.

579. In cases of dismissal or resignation, in your opinion should the abatement deducted from salaries for superannuation purposes be refunded?—If the fund were self-sustaining and every man were to be entitled as of right and not as a matter of grace or favour, nothing should deprive him of his right except conviction by a court of law of some crime or misdemeanour.

580. In your department has it ever been recommended that a diminution of the allowance should be made on account of the services of an official having been considered unsatisfactory?—No.

581. Do you deem it advisable to allow any extra term of service to any officers removed to promote efficiency or economy, or for any reason at all?—If dismissed to promote economy solely, and before the age of sixty years, I think a term of years might be added, not exceeding ten years and not making a greater total than the officer would be entitled to had he served to sixty years of age; but, assuming the fund to be placed upon a self-supporting footing, the Government should in consideration of the economy effected by his retirement make a contribution to the fund equal to the term of years added. Usually, a capable official could with advantage be exchanged into another department if his services were not needed in that where for the time being he is employed; and retirement to promote economy solely need only be resorted to rarely.

582. When once the superannuation is effected, do you consider it desirable to retain the power to call back to the service the person superannuated, and at what age would you place the limit?—No.

583. Are there any suggestions you would wish to offer with respect to the Superannuation Act, or the working thereof?—I have already suggested that the fund should be self-supporting; but if it were not considered advisable that the Government should contribute to the fund on the principle suggested in a previous answer, then I think the Government should ask Parliament to make an annual contribution to it which would justify them in adopting measures from time to time for the promotion of economy by the retirement of officials as mentioned above. The only other suggestion I have to offer is, that if the fund is not made self-supporting and the Government should continue to manage it, granting superannuation merely as a matter of grace and favour, then I think no superannuation deduction should be made, since the system is one which is operated principally in the interests of the public and only in secondary degree in the interests of the service.

584. Is your department divided into branches; give particulars, including the name of the person in charge of each branch; the number of officials in the same, grading them and describing generally how the duties are allotted in each branch? What is the method employed in your department for the collection and deposit of public money?—The department is divided into the following branches:

Secretary's branch.—John R. Hall, Secretary.

Surveys branch.—E. G. D. Deville, Surveyor-General.

Land Grants branch.—W. M. Goodeve, Chief Clerk.

Account's branch.—J. A. Pinard, Accountant.

Ordnance and Admiralty lands, Wm. Mills, first-class Clerk.

There are the following subdivisions of the Secretary's branch:

Registration of correspondence and charge of Timber and Mines.

In the Secretary's branch there are altogether 52 clerks, and their duties are as follows:

- 1 Chief Clerk, secretary.
- 1 1st Class Clerk, assistant-secretary.
- 1 do registrar of correspondence.
- 1 do in charge of Timber and Mines office.
- 1 do correspondent.
- 1 do Law Clerk.
- 1 2nd Class Clerk, At present Minister's private secretary.
- 1 do In charge of School lands.
- 1 do In office of registrar of correspondence.
- 1 do Deputy Minister's secretary.
- 1 do attached to Lands Grants branch.
- 1 do attached to Accountant's branch.
- 3 do correspondence generally.
- 1 3rd Class Clerk attached to Lands Grants branch.
- 1 do attached to Accounts branch.
- 2 do attached to Timber and Mines branch.
- 9 do in Registrar's office.

7	3rd Class Clerk	correspondence generally.
9	do	shorthand writers and copyists.
2	Temporary Clerks,	correspondence generally.
4	do	copyists.

Survey Branch.

1	Chief Clerk,	Surveyor-General.
1	do	Chief Astronomer.
1	1st Class Clerk	in charge of draughtsmen.
1	do	in charge of Geographic Nomenclature.
1	2nd Class Clerk,	lithographer.
1	do	draughtsman.
1	do	correspondence clerk.

Messenger.

	Extra clerk (for want of a better designation)	Chief Inspector of Surveys.
2	Extra Clerks,	photographers.
1	do	book-keeper.
4	do	lithographers.
14	do	draughtsmen.
4	Extra Clerks,	printers.

Land Grants Branch.

1	Chief Clerk,	in charge of branch.
1	1st Class Clerk,	assistant.
1	2nd Class Clerk,	general business.
1	do	copying patents.
1	do	cash sales' book, &c.
1	do	Railway and Hudson's Bay Co.'s grants.
1	3rd Class Clerk,	time sales ledger.
1	do	Manitoba Act and Canada Pacific Railroad right of way.
1	do	engrosser.
1	do	patents and fiats.
1	do	correspondence.
1	do	entering and posting returns.
1	do	Half-breed correspondence, &c.
1	Extra Clerk,	draughtsman.
1	do	file recorder.
1	do	draughtsman and plotting fiats on plans.
1	do	sending patent notices, &c.

Accounts Branch.

1	Chief Clerk,	accountant.
1	1st Class Clerk,	assistant accountant.
1	3rd Class Clerk,	ledger keeper.
1	do	correspondence.
1	do	assistant ledger-keeper.
1	do	record clerk, &c.
1	do	script record, &c.
1	Extra Clerk,	bank accounts keeper, &c.

Ordnance and Admiralty Lands.

1	1st Class Clerk,	in charge of office.
1	2nd Class Clerk,	accountant.
1	3rd do	in charge of papers.

Subdivisions of Secretary's Branch,—Registration Branch.

1	1st Class Clerk, in charge of office.
1	2nd Class Clerk, indexing and general supervision.
2	3rd Class Clerks, précis writers.
2	do registrars.
2	do indexers.
2	do getting out and putting files away.
1	do attaching papers to and charging files.

Timber and Mines Branch.

1	1st Class Clerk, in charge.
1	3rd Class Clerk, book-keeper,
1	do stenographer.
2	Extra Clerks, draughtsmen.
1	Chief Clerk, geographer.
1	1st Class Clerk, keeper of survey records.

There are in Manitoba, the North-West Territories and British Columbia, 16 agencies of Dominion lands, and 5 Crown timber agencies. In four of the latter, however, the agent of Dominion lands acts also as Crown timber agent. These agents are authorized to receive moneys paid on account of sales and leases of public lands, the timber and hay thereon and the minerals therein. For each sum received, the agent gives a receipt, the counterfoil of which is sent to the head office. Monthly statements of the sums received are rendered to the head office, with a copy of the cash-book, and these after being checked are transmitted to the Auditor General. The forms of receipt bear consecutive numbers. The agents also make weekly returns, giving the details of each land transaction. They make daily deposits of the sums coming into their hands, in the nearest chartered banks authorized for the purpose by the Department of Finance. The only exception to this rule is in cases where the receipts do not amount to \$25 in the course of the day, when the agent is permitted to delay depositing until the sums in his hands aggregate that amount. The bank receipts are forwarded in duplicate to Ottawa, and one set of the duplicates afterwards transmitted to the Department of Finance. There is an officer styled the Inspector of Dominion Land Agencies, whose duty it is to visit each agency several times in the year and examine carefully the stubs of the receipt books, &c., and compare them with the entries in the books and make such enquiries and investigations as he may think necessary to the proper checking of the accounts. He reports the result of each inspection to the Deputy Minister and the Commissioner of Dominion Lands.

585. Give a general idea of the method employed in controlling the expenditure of your department?—No payment is made by the department except upon the certificate of the proper officer, that the services charged for have been performed, and that the money is due, and a certificate from the accountant that he has examined the accounts and found that the items are correctly calculated; after which the account is examined by myself with a view of judging whether in view of the certificates mentioned and of the whole facts of the case, the money is properly and legally due. Having satisfied myself upon that point, and also that there is a parliamentary appropriation out of which the payment can legally be made, I mark the account with my approval, and an official cheque is issued for the amount of the account.

586. What system of purchase is adopted in your department?—Except for trifling sums paid for towels, soap, brushes, &c., no purchases are made at headquarters. Surveyors are permitted to make their own purchases of tents, horses, &c.

586½. What is the system followed in the issue and receipt of stores?—No stores are issued by the department,

587. How are contracts generally awarded in your department?—Contracts for surveying are awarded to surveyors of known skill, ability and probity. The rate per mile, according to the character of the country surveyed, is regulated by Order in

Council, and the accounts are paid only after inspection by the Inspector of Surveyors, except in the case of isolated surveys, where the cost of inspection would be out of proportion to the contract price.

588. In addition to his salary is any official in your department (or House) in receipt of any additional allowances or perquisite, and if so, please state particulars?—The following members of the Survey staff of the Department of the Interior are also members of the Board of Examiners for Dominion Land Surveyors, and in 1890-91 they were paid, by the direct authority of Parliament, the sum set opposite their names:—

E. Deville, \$40.	W. I. Dufresne, \$148.40.
W. F. King, \$90.	P. B. Symes, secretary, \$90.
A. H. Whitcher, \$50.	

589. Is it possible, in your opinion, to reduce the expenditure on account of the services under the control of your department without impairing their efficiency, and if so, state in what way?—It would be possible to readjust the expenditure for services, so as to increase the efficiency of the staff but not to materially reduce the gross sums expended. There are some officers receiving much less than they are entitled to, while others are being paid more; but even if these inequalities were rectified in a just and equitable way, there would not be any material reduction of the expenditure for services.

590. In your department have any abuses prevailed in connection with the supervision of payments?—I am not aware of any.

591. Have you any suggestions to make with a view to possible amendments of the Audit Act?—The Audit Act appears to be so construed that payments may be made either before or after the audit by the Auditor General. The Act also makes the deputy heads responsible for the payments made through their respective departments, which would seem to be construed as dividing the responsibility between them and the Auditor General, when the audit has been made before payment. There can, in my opinion, be no divided responsibility in a matter of this sort. It is clearly proper and necessary that the officer permanently in charge of a department should be held responsible for the money expended by that department, and it does not, as I understand, really relieve him of any portion of that responsibility, nor should it so relieve him, if the account is audited by the Auditor General before payment is made. It does, however, involve frequent delay and consequent inconvenience, since the Auditor must necessarily to a large extent govern himself in making this audit by the exigency of his own office rather than by the requirements of the paying department. I have very little experience of this class of payments myself; indeed so far as they exist now in the Interior Department they may be said to be confined to the monthly pay list; and as, by arrangement between the Auditor and myself, this pay list is furnished to him in good time to admit of a proper audit before pay-day arrives, no delay or inconvenience arises. At the same time I think that the general principle should be adhered to, that it is the duty of the deputy head of the department making a payment, to audit his accounts and make his payments in the first instance on his own responsibility, subject of course to such criticisms and reports to Parliament as the auditor may think fit to make afterwards. This is the system in force in Great Britain.

592. Do you think the salaries of all deputies should be the same?—I think that those who have more important duties to perform should be paid a higher salary than some of the others.

593. How many chief clerks have you?—The Secretary, the Surveyor General, the Chief Clerk of the Land Patenting Branch, the Accountant, the Chief Astronomer and the Geographer.

594. Have you more than necessary?—No, I do not, however, count the two technical men—the Chief Astronomer and the Geographer—as being chief clerks in the ordinary acceptance of term.

595. They are made chief clerks in order that their pay may be in a measure commensurate with the duties they perform?—Yes.

596. Do you think that a sufficient remuneration is made to the Astronomer for the work he performs?—I do not.

597. Should the first-class clerks in each department have distinctive duties?—Yes.

598. Are there any first-class clerks in your department who are doing work that could be done by second-class clerks, or third-class men who have become first-class clerks merely by lapse of time?—No.

Should the annual increase of salary to first-class clerks be alike, or would you make any difference?—I would make a difference. I think that the increase should be much more rapid in regard to some than in regard to others.

599. In regard to these increases generally do you think that the rules should be reversed, and that the increase should be given as a reward of meritorious service rather than withheld as a punishment for neglect of work?—Yes.

600. Did we understand you to say in your statement that the increases were now given as a rule, and were withheld only as a punishment?—Quite so. I think the rule should be reversed, and that they should only be given as a reward for efficiency and good work. I have an idea that if perhaps the annual increase, whatever it is, were provided in the estimates for only one half or three fourths of the clerks in each division—that is to say the first, second and third class—and given to those only who best deserved it in a particular year, that would probably rectify the difficulty.

601. But care should be exercised that the increase should not be given as a matter of favouritism or through political influence?—Oh, yes, I think that is one of the matters that ought to be regulated by the Civil Service Commission, if one were created.

602. There should be some plan devised whereby the increases should be given as a reward for merit only?—Yes.

603. Do you think the number of second-class clerks should be limited?—Yes.

604. And that the duties of the office should be distinctive?—Yes.

605. Are there any second-class clerks in your office doing inferior work or holding rank from length of service only?—Some hold rank from length of service only, and are doing just the same duty as third-class clerks.

606. Should you apply the same rule to the annual increases to second-class clerks that you have indicated in regard to the first?—Yes.

607. Are appointments other than appointments to fill vacancies in your department made only upon requisition of the heads of branches?—There may not have been a formal requisition in such cases, but the appointments have always been made as the result of representations made by the heads of branches. I am speaking of the permanent inside service, not of the service charged to the Dominion lands income appropriations. There the rule was to the contrary, appointments were made chargeable to that fund without any requisition from the deputy as the Civil Service Act was not supposed to govern.

608. Do you think that the deputy head, among other powers, should have the power to suspend any one?—Without that power I may say he has no control over the staff.

609. You think that the attendance book should be closed up at 9.30 in the morning?—Yes. There should be an hour for lunch and they should be allowed to go at 4.30, subject always to the right of the deputy to call for extra hours' work.

610. In the ordinary line of business such a call would not be a cause for extra pay?—Not usually, although it must be said that when some employes outside call upon men for extra time they give extra pay.

611. Do they when taking stock, closing books and all that sort of thing?—I believe not. I think that a bank clerk and a man in a like establishment are called upon to do extra work without extra pay, when the extra work is of the kind you indicate.

612. Do you think the doors should be closed to the public at 4 to enable the men to finish their work for the day before they go?—Yes; although I would keep the men till 4.30, if it were possible I would close the doors at 3.30, so as to give an hour to close the day's work. At present there is great objection to the practice of leaving the doors

open till 6 while the men go out at 4. The corridors in the Department of the Interior are full of departmental papers which are exposed and the offices are empty but are not locked, and the whole public have free access to the building.

613. But there is the advantage that no one knows what the paper is?—I do not know about that. Whenever we write a letter to a correspondent we ask him in his answer to be good enough to refer to the number and reference on our letter. Now, suppose he has an interest in having the papers in that case destroyed, these numbers are all marked in clear figures upon the face of the box containing the paper exposed in the corridors, and he would have no difficulty in finding them. I look upon that as a great danger to the public papers.

614. You place them in the corridors because you have not room in your offices?—That is it. We are getting that rectified for the time being, but these papers grow at an enormous rate and the space being made available will soon be over-crowded with them.

615. In allowing officers an hour for a lunch, do you think they should sign the attendance book on their return at 2 just as they sign at 9.30 in the morning?—Yes.

616. Could you tell us the number of men in your outside service?—I would not undertake to say at a moment's notice just how many there are, but I will have a statement prepared and presented to the Commission.

617. How large a staff has Mr. Smith at Winnipeg, in the land office there?—To the best of my recollection he has a dozen men.

618. Are any of them under the Civil Service Act?—No, our outside service is not scheduled.

619. Are any of them under the Superannuation Act?—Yes.

620. Nearly all?—No, I will furnish a statement covering that point also.

621. Mr. Smith is himself so scheduled?—Yes, and some of the higher officials in his office.

622. Will you prepare a statement of the land office establishment at Winnipeg and expenditure, and showing the extent and expense of your outside service?—I will.

623. In regard to the lithography that you do in the Department of the Interior, you think that that branch could be handed over to the Queen's Printer's Department, provided they would do promptly whatever work you wanted done?—Yes, provided they always gave our work the preference.

624. The reason of your establishing a branch for lithography was that you could not get the work done promptly?—We could not get it done at all in such a manner as to permit the lands to be dealt with promptly after survey. Before the establishment of this office, the township plans were reproduced by photo-lithography and the work was done in an establishment in Montreal, the best equipped in Canada for that kind of work. It was found impossible however to produce the plans at a sufficiently rapid rate to admit of the lands being dealt with at the several land agencies promptly after the completion of the surveys; and this rendered the establishment of a lithographic office in connection with the service a necessity. Now that the survey work has resumed what might be called its normal proportions, it can hardly be said that the printers are as constantly employed as I should like to see them. Therefore I think it would be well if the office were attached to the Printing Bureau, because when not engaged particularly upon the work of the Department of the Interior they could probably be utilized for other lithographic work.

625. Your system was also introduced through motives of economy?—Yes.

626. That is to say, the charge made by the parties outside for lithographing was far in excess of the cost at which you do it now?—Far in excess. I could give you a statement upon that point. I may also say that the kind of information which is put upon the plans under our system is much more extensive and useful than what we got from the plans produced on photo-lithographic principle. Then we only got black and white, but now we get any colours we like. This lithographic office is just now over the Bank of Ottawa. We really want the whole of the space over the Bank of Ottawa for our staff. I do not know that it would make any difference in the rent if we were to remove the lithographic part of the establishment. It does not occupy much room.

627. Coming now to the subject of the men that you are employing, you think there should be a division of the third class with a maximum of \$700, and that those who draw salary below \$700 should be formed into a fourth class?—Yes, for clerical work.

628. Do you think that a class of young men with salaries from \$400 to \$700 would provide you with men who are competent to make precis of letters and such like work?—I think I would put men employed in that kind of work in the third class.

629. Do you think it would be necessary to go as high as the second class?—Not at first. I think that if a man has what you might call a genius for that sort of work, he might as a reward for very good service go into the second class.

630. But it would not be necessary to employ first-class men for that work?—No.

631. Would you tell us how you check receipts of money at the head office here?—If money is tendered at the head office and a person tendering it is one who would not be very much inconvenienced by doing so, I ask him to go to his own bank and deposit the amount to the credit of the Receiver General on account of the particular sale or lot in regard to which payment is to be made. Then credit is given in the books of the department here immediately for that money, and we notify the local agent within whose district the land paid for is situated, so that his books may also contain the necessary entry.

632. You discourage receiving cash at the Department?—We discourage receiving cash anywhere. Wherever it is possible without inconveniencing the public, we try to get purchasers to make payments in the form of deposits to the credit of the Receiver General in one of the chartered banks.

633. But where the money is actually paid into the accountant at Ottawa, he enters it in a daily cash book?—Yes.

634. Does he give receipts with numbered stubs, as in the outside service?—No, he deposits it immediately to the credit of the Receiver General, gets a receipt from the bank in triplicate, sends the original to the man who paid in the money, retains the duplicate and sends the third to the Receiver General.

635. But how can you tell what money your accountant has received in your department?—The accountant himself does not receive the money, but the man who opens the letters receives the money.

636. What check is there on him?—There is always a letter with the enclosure, which is marked by number and stamped, and which in itself forms some check upon him. Mostly all cash received comes through the mail in registered letters and they are all entered at the post office in the departmental register book. Sometimes a letter comes in in which the writer states that money is enclosed but the enclosure has been omitted and then the man who opens the letter brings it to me explaining that there was no money enclosure. He keeps a blotter in which he makes entries of the money he receives and this is turned over immediately to the accountant who initials it. It does not matter whether the money comes in the form of a post office order or a bank deposit or cash; these are all entered into this book and receipted for by the accountant.

637. The money passes through the hands of more than one person in the department?—Yes, and first of all through the man who has charge of opening the letters.

638. Is the receipt given by the person receiving the money to the person who pays it?—The receipt to the person who pays at the head office is given by the bank, but for small sums the accountant gives receipts.

639. Does the person receiving the money give the receipt?—The accountant gives the receipts irrespective of who the person may be who received the money in the first place.

The person receiving the money does not give a receipt?—No; he simply marks in the book that he has received a given sum of money in a letter bearing a given date and numbered and he passes it to the accountant.

640. What is the limit they are allowed to take in money?—There is no limit.

641. Your cash deposits at headquarters all through the year do not amount to very much?—They are small. Nine tenths of all the money paid in is paid at the agencies or comes by drafts, marked cheques, or deposits to the credit of the Receiver

General. Nearly all the money we receive comes to us through the law offices in various towns and cities of the North-West, and the lawyers know how the payments ought to be made. In regard to Ordnance lands, I may say that we make our collections generally by our own officers. Instead of employing agents, we send Mr Mills, the officer in charge, out periodically to Montreal, Kingston, Quebec and other places, where we have property of this class, and he deposits his collections from time to time as he makes them. He also gives receipts from a book prepared officially for the purpose.

642. You have books showing what each person pays in respect to Ordnance lands?—Yes. When a purchaser or lessee makes a payment it is credited to him in these books, and he gets a receipt at once from the officer receiving the money.

643. Will that officer keep a stub?—Oh, yes, each receipt is numbered and has a stub correspondingly numbered.

644. From the answers you have given it is to be presumed you are entirely in favour of a post-audit as against a pre-audit of the accounts.—Yes.

645. Do you think that should be the rule universally?—Yes.

646. That the duties of the Auditor General should be limited to auditing the accounts after the responsibility has been taken, and payments made by the proper officers of the respective departments?—Yes.

647. You alluded to the \$50 increase being kept off as a sort of fine?—Yes.

648. Has it happened that the increase of \$50 has been withheld?—In one case only in the Department of the Interior.

649. After some years the individual received his \$50?—Yes, but he received no consideration for the years he was deprived of it.

650. There was a hiatus of some years?—Yes, there was a hiatus.

651. When he was restored to favour, did he deserve the increase?—It was so reported to me. That is to say, that while he was not a better clerk (he was a shorthand writer) than in former years, he was able to read the notes of an officer of the department, who, instead of dictating, sent him his notes in shorthand, and he was able to copy them on the type-writer.

652. Do you think any pecuniary compensation passed in order to obtain that favourable report?—No, I am very sure that none did. I took great pains, while the Public Accounts Committee were making their investigation, to find out whether such a thing took place or not, and I am quite satisfied that nothing of the kind happened.

653. With respect to promotions, you are aware it is a complaint in the public service that there is a discouragement created in consequence of outside men being brought in over these in the service? There would be no ground for that complaint in the Interior Department.

654. If it were possible to educate a second-class clerk so that you would always be in a position without hesitation to recommend him to the Minister to replace a first class man who might be absent, it would prevent that sort of thing which is so discouraging to the Civil Service?—It would.

655. Have you ever thought of that, and is it practised or practicable to have always in view a man to replace a first-class man?—I think it is both practicable and it is practised in the Interior Department. Every office of importance in the Interior Department to-day in the outside and inside service, has been filled by promotion.

655½. In the higher grades?—Yes.

656. Do temporary or extra clerks practically become fixtures, or are they discharged when the use for them has ceased?—They do not exactly become fixtures, but it is a very difficult matter to get rid of them while they have political influence at their back to keep them there.

657. Do they get any extra pay now?—No.

658. There is no extra pay of any kind throughout your department?—No, not now.

659. Do you tolerate beyond reason repeated breaches of conduct through bad habits?—No.

660. Have there not been people of bad habits who have been notified and notified again without effect, and is not that a bad example to other clerks in the department?—I stated this morning that the number of men now on the staff who are not exemplary in their conduct is very small in proportion to the number of the staff.

661. How many hours of service can you count upon from your employes under the present system, taking the lunch time and coming in late in the morning and going out a little earlier than they ought to go?—I think not more than five hours in regard to some of them, but on the other hand they are some who never leave the department until 5 or 6 o'clock.

662. But generally?—Generally, I think the clerks in the Interior Department work six hours a day. Those who regard themselves as privileged to take advantage of the provisions of the Order in Council do not work more than five. That is to say, they come in at the last minute in the morning, and go out at the earliest moment in the afternoon, and sometimes occupy more than an hour for lunch.

663. And you have no means of controlling it?—It is very difficult to control.

664. The difficulty arises to a certain extent from the clerks being disseminated in small offices?—Yes, and another difficulty is that the deputy has personally or officially no power other than the power to remonstrate.

665. Have you read the Civil Service Report of 1880?—Yes.

666. And what is your opinion as to its recommendations?—Generally I think they are recommendations that would have been greatly in the public interest had they been adopted.

667. Do you think the contribution to superannuation should be compulsory, that any clerk entering the service who desired to receive the whole of his salary should be compelled to contribute to this superannuation fund?—I think that the payment should be compulsory.

668. It is a contract, and a contract generally requires the consent of both parties?—I think it ought to be made a condition because, otherwise, if the clerk who refused to make his contribution got too old and was unfit for anything else, the generosity of the Government would be appealed to to come to his relief, and either he would be kept in the Service after his usefulness was gone, or something else would be done for him, if he brought the proper influence to bear.

669. Do you think the Government might make a distinction between meritorious clerks after a certain length of service and those who are merely doing perfunctory work with the utmost laxity coming in as late and going out as early as possible and doing as little as they can?—I am afraid it is impossible to do that. My experience is that the less merit a man has as a clerk the more influence he is likely to be able to command.

670. Reverting to what was said as to the sales of lands, how are the unpaid amounts dealt with, the past due amounts?—Every reasonable effort is made to collect them. If the purchaser does not pay after four or five years, the lands are sold again to somebody else, and the payments made by the first purchaser become forfeited.

671. That amounts to a large sum in the North-West?—It does in regard to pre-emptions, but the Government have generally exercised merciful consideration in the matter, and cancellation has been resorted to sparingly.

672. But the line must be drawn somewhere?—Yes; and this year for instance as there has been a good crop we see no reason why the payments should not be made, while when there have been bad crops the Government have taken that into consideration.

673. You seem to be badly off for space in your office?—We are very badly off. The service suffers from lack of accommodation and the health of the clerks also suffers.

674. What offices do you now rent in Ottawa?—The offices over the Bank of Ottawa.

675. Did you succeed the post office people there?—Yes.

676. Those are the only offices you rent?—The only offices we rent now. Another objection to our present quarters is the inflammable character of the upper part of the building, and we have about \$5,000,000 worth of survey records there.

677. And the corridors are filled with boxes?—Yes; these survey records are stored in the third storey, which, as everybody acquainted with it knows, might go up in smoke any day; and that would not only mean the loss of the money which it has cost to make the surveys and collect the information contained in the field notes but would result in confusion in the North-West if those field notes were destroyed. We have also in the same storey the foundation record of title to every acre of land in Manitoba and the North-West Territories, all of which would also disappear. The difficulty would not be so great as to such lands as are registered under the Torrens system, but in regard to the lands in Manitoba if those records were destroyed, the misery and the confusion that would be created could simply not be measured.

678. Have you ever paid any attention to the Treasury Board minute requesting information as to what records could be destroyed?—Yes.

679. You have not forwarded that yet, have you?—I do not remember. I discussed the minute with the late Mr. White, and we came to the conclusion that we could not safely destroy any of our records which with very trifling exceptions, such as requests for maps or something of that kind, had all reference more or less to titles for land, and it would be unsafe to destroy anything that had any reference of that sort, near or remote.

680. Probably a lot of printing becomes useless after your Land Act is amended?—Not exactly useless. We do our best to utilize it by having the forms returned and the necessary changes printed on in red or some equally distinctive colour.

681. Then you have not much waste paper?—Very little indeed.

682. Have any of your staff had more than one trial at the examination before they could pass?—Yes.

683. Is that generally the case?—No; it is the exception, but some had more than one trial.

684. How many signatures are there to the patents for land?—There are four at the present time.

685. What are they?—In the order in which they are put on they are my own, the signature of the Under Secretary of State who signs when the Great Seal is applied, that of the Deputy Governor, and that of the chief clerk of the patenting branch of my own department, who is also Registrar for that purpose under the Dominion Lands Act, and represents the Registrar General.

686. In the Privy Council and Secretary of State's Departments, no record is kept of these patents?—No.

687. Could you show where any saving in this labour could be effected?—Yes; in regard to patents for lands in the North-West Territories where the Torrens system is in force, I think myself a simple notification to the registrar, signed by the Deputy Minister of the Interior and the registrar of patents, that the individual or company, as the case may be, is entitled to specified estate in specified lands should be sufficient. In fact, that system already applies in the Territories by authority of "The Territories Real Property Act" in relation to lands earned by the Canadian Pacific Railway Company and other railway companies as subsidies, and to lands which fall to the Hudson Bay Company under the provisions in that behalf of the Dominion Lands Act.

688. How many patents are issued in the course of a year?—They vary from 3,500 to 4,500. I might say that this provision in regard to notifications to the Registrar in relation to the lands of the railway companies and the Hudson Bay Company has lessened the number of patents because we sometimes include a very large area of land in one instrument.

689. How much do you think the number could be lessened according to your idea?—I could not say without enquiry, because it would depend upon the number of patents issued in the Territories and in Manitoba respectively, but I will let you know.

690. One of your agents became a defaulter?—More than one.

691. There was the Calgary man?—He was the only one who was prosecuted.

692. What was the extent of the Calgary defalcation?—My recollection is that it was in the neighbourhood of \$5,000.

693. You have an inspector of agencies?—Yes.

694. How was the defalcation accomplished without being discovered by the inspector of agencies?—Because the man was dishonest, and I do not think any care on the part of the inspector of agencies would wholly prevent defalcations of that kind. In regard to the Calgary defalcation, however, I called the attention of the inspector to the fact that the returns made by the agent for twelve months previously showed little if any business being done on the part of one particular mill, that is the mill of the Eau Claire and Bow River Lumber Company, and expressed the opinion that this should have suggested to him the necessity of enquiring from the company what payments had been made by them during that period.

695. He made an enquiry?—Yes.

696. How was he blinded then?—He did not make any enquiry of the mill owners. He assumed that the books of the agent showed all the payments made.

697. How did the Company pay the agent—in cash or by cheque?—The payments were all made by cheque.

698. To whose order?—To the agent's order.

699. You have taken steps to prevent a recurrence of such matters?—We have taken additional precautionary steps. Whether they will actually prevent the recurrence I would not undertake to say, because I am afraid, if the men charged with the receipt of money are not honest, they will always find means of getting around the precautions that may be taken. This is the experience of financial institutions all the world over.

700. Do they give bonds?—They are now required to give bonds.

701. That is the only way in which the Government can make themselves absolutely safe?—I doubt whether the bond makes them safe. Take this very case. No man getting \$1,200 a year could be expected to give bonds to cover a possible defalcation of \$5,000.

702. How long had this defalcation been going on?—It was spread over two years.

703. A moderate bond, if the office were sufficiently inspected, would have covered the defalcation?—Yes. One of the things that tended to allay any suspicion in this case was that the returns from the office were on the average what they had been for some years before.

704. He did this deliberately and made no records against himself?—No.

705. Your agencies are very remote from towns?—Most of them are.

706. Birtle and Deloraine and so on?—There is a railway now to Birtle and also to Deloraine, and there is also one to Prince Albert and one to Edmonton. There is none to Battleford. Gradually these agencies are becoming more accessible. It may, however, be assumed as a general rule that when a place becomes thickly populated, the Dominion Lands Agent moves on.

707. All your customers should be informed at the time that cheques should never be made except to the order of the Receiver General?—We always do that.

708. Should you not tell your clerk that if he receives any other cheque it is at the risk of being dismissed?—If he gets a cheque payable to his order in his quality as holding the particular office he holds, he has no other power than to endorse and the bank should not recognise any other endorsement as far as he is concerned, to the credit of the Receiver General. In the case of this Calgary man, if the cheque is made payable to him as Crown Timber Agent, he ought to endorse it as Crown Timber Agent to the credit of the Receiver General.

709. But if he keeps the money?—The bank can refuse to allow him to draw it.

710. The bank cannot do that if it is properly endorsed?—That is true, under existing arrangements.

711. All the bank will ask is the proper endorsement. If he says "I want the money," they cannot object?—I do not think it would be unfair to expect the bank which appeals to the Government for permission to do the Government business to send an intimation to that effect when an agent draws money on any other than a Government cheque instead of simply depositing it. These offices are widely scattered; they

are in New Westminster, B.C., at Kamloops in the mountains, at Calgary on this side of the mountains, at Edmonton, at Battleford, at Prince Albert, at Winnipeg, in Southern Manitoba; they are dotted north and south all along that wide country.

712. This man was the Crown Timber Agent?—Yes

713. There was a Dominion Lands Agent there?—Yes.

714. Does he not keep the books of the Crown Timber agent as well as his own?—Yes, he does now. We have abolished the Crown Timber agencies and charged the land agents with the business everywhere except in British Columbia, where the timber business is very large.

715. Then, where you have two agents, the Dominion Lands Agent has no responsibility for the other?—None.

716. Your office in Winnipeg is called the Land Board and Commissioner's Office?—Yes.

717. Was that originally established on account of the difficulty of communication with Ottawa on account of the distance before the railway was constructed?—The reasons for its establishment are set out in the Order in Council passed at the time, of which I will supply the Commissioners with a copy.

718. What date was that?—In 1881, I think in December.

719. Some years before the railway was completed to Winnipeg?—Yes.

720. It was not complete at the time of the rebellion?—No.

721. Is not that merely a reference office to Ottawa to a great extent?—There is quite a large amount of business done by the Commissioner directly. All applications for homestead patents are submitted to him, he passes upon the evidence upon which patents are claimed, and all such patents must be recommended by him before they can be issued.

722. But they are issued down here?—Yes.

723. Could not application come direct to the department without the intervention of the Land Board?—It did for a number of years before the establishment of the Land Board.

724. Could not the expenses of that establishment be largely reduced?—That is a very difficult question, and it would not be possible for me to answer it on such a short notice. It has already been considerably reduced.

725. There would be considerable opposition on the part of Manitoba and the North-West to have that removed to Ottawa?—Certainly it is a very great convenience, especially to the lawyers and real estate men in Winnipeg to be able to go there, make their representations to an officer having authority to deal with them, and get the informations they require.

726. There are duplicate books kept?—Yes.

727. And for the convenience of lawyers and real estate men there and that class, we spend about \$30,000 a year?—There are other considerations. The lawyers represent the dealers and claimants of lands to a large extent.

728. Is it convenient to the homesteader, the locatee?—Yes, in many instances it is because he can often appear himself before the Commissioner and make something plain which by mere correspondence he could not, and while he might be able to stand the expense of going to Winnipeg he would not be able to stand the expense of coming to Ottawa.

729. You say there is a great deal of duplication of work between the Land Board at Winnipeg and the department here?—There was, but it has been largely reduced in the last year. There is necessarily a certain amount of duplication which cannot be got rid of. For instance, there are duplicate sets of books in both offices, but the Commissioner of Dominion Lands and myself a year ago last summer made a special visit to the agencies in the North-West and an examination in his own office with the view to reduce all other duplications to the lowest possible dimensions.

730. The work of the land office at Winnipeg could be done at Ottawa?—Yes; but whether the convenience or the people who do business with the department would be sufficiently considered in that case, I am not prepared to state.

731. What is the title of this officer?—The Commissioner of Dominion Lands.

732. Is he a statutory officer, or is he provided for by Order in Council?—The statute says there may be such an officer.

733. Does the statute fix his salary?—No; that is fixed by Order in Council.

734. How does his salary compare with that of the Commissioners of the Canadian Pacific Railway, the Manitoba Northwestern Railway, the Canada North-West Land Company, and the Hudson's Bay Company?—It may be less, but it certainly is not more than in any one of the cases mentioned.

735. And the responsibilities are greater?—Yes, much greater.

736. How many agencies have you?—I think 16 or 17.

737. Are they exclusively Dominion Lands agencies?—In all but one case.

738. They are exclusively agents of the Department of the Interior?—Except the agent at Calgary, who is also sub-collector of Customs.

739. Your agents have not been used as immigration agents?—No.

740. In certain cases, Medicine Hat for instance, there is an immigration agent also?—There was, but not now. We have there an intelligence officer, as he is called, to whom we send from day to day information of the lands which have been taken up within his district the previous day, so that, when people go there to examine lands, they know how far their choice is restricted.

741. You have been over the North-West thoroughly?—Thoroughly.

742. Is it the tendency of the departments, such as Post Office, Customs and Agriculture to establish distinct agencies?—I do not know as to the other departments.

743. Would it not be possible, as in the Australian colonies, to have one man do the work for the different departments until the place becomes bigger?—It might have been possible some years ago, but I do not think so at present. In Brandon we have seven clerks besides the agent, and at Regina I think we have seven or eight, and four or five at Calgary.

744. And all are kept busy?—Yes.

745. There must be a rush in the summer season, as compared with the winter?—Yes.

746. They are not busy all the year around?—We compel them to take their holidays in the winter season, so that they may all be on hand when there is a rush. In this way things are so arranged that they have plenty to do all the year round.

747. How are prices governed as to lands?—The minimum price is fixed by Order in Council, but there is nothing to prevent the Minister of the Interior withdrawing any land from the operation of the regulation, and selling it by private contract or by auction, or dealing with it in whatever way he thinks most in the public interest.

748. How often are these prices altered?—Up to 1879 the price was uniformly—\$1 an acre—except as to lands fronting on the Red and Assiniboine Rivers, which were \$5 per acre. In 1879 the prices were graduated from \$6 an acre down to \$2, according to the proximity of the land to the then projected railway. That classification was found not to operate well in practice, and in 1881 a re-classification was made under which the regulation price of all lands within a railway belt, that is, within 24 miles on each side of any railway, was fixed at \$2.50 an acre, and the price of lands outside a railway belt at \$2 an acre. That remained until about six months ago, when the price was increased to \$3 an acre all over the country. The country is now pretty well cut up by railways, and there is no longer any reason for making a distinction between lands contiguous to railways and others.

749. That is, lands which are sold?—Yes.

750. But people may obtain a free title?—Yes; by actual residence and cultivation.

751. You have a Dominion Lands capital vote now?—Yes. That is for surveys.

752. You have also a vote chargeable to income?—Yes.

753. You have surveys performed by contract?—Yes; subdivision surveys.

754. Have these as a rule been found correct by subsequent observations?—Yes. In a very small proportion only have they been found seriously incorrect, and that exception applies chiefly to surveys made in 1883 and 1884, at a time when there was

a tremendous demand for making them, and we were compelled to take second, third, fourth and fifth rate men. In 1883, we subdivided thirty-three millions of acres, and we had to avail ourselves of some very poor material in order to get so much work done.

755. Has the incorrectness led to much litigation?—No. We take power to make re-surveys where any serious error is found to exist. That power of making a re-survey has always been exercised with due regard to any man's interest who had made his entry or had a complete title or an inchoate title, I mean by the latter a man who had a simply made a payment on his land, but had not paid for it in full and obtained a patent. If we make a re-survey affecting land in this position, we always do it with the owner's consent. If he refuses to consent, the boundary of his holding stands exactly as it was when the entry or sale was made, and the rest of the township will be re-surveyed on the accurate plan.

756. Has there been much revision of these surveys?—Very little. It appears to be larger than it really is, because it has all been done within the last two years.

757. There has been no great charge to the country?—Very trifling so far.

758. You are in the habit of giving advances to these people when they go out?—Yes; we have to do so.

759. That is to the contract men?—Yes.

760. The contract is generally for \$2,000?—We have been limiting them to that in the last few years.

761. You advanced half?—No; only \$500 I think, and that is only advanced to the contractor at Winnipeg or some other place named for the purpose after he has purchased his supplies and organized his party and satisfied the inspector of surveys that he is ready to go on with his contract.

762. The Auditor General's Report of 1890 contains statements of advances of \$1,000?—I think you will find these are old ones or that is the whole sum paid to those men up to the date of the Report. The financial year cuts our business season in two. A surveyor will get \$1,000 or \$2,000 on progress statements as the work goes on, and he cannot account for it finally till the end of the season. He is in the field when the financial year ends, and what is paid up to that date always appears in the Auditor's Report as an advance until finally accounted for.

763. It may be the whole amount he has earned?—Oh, yes. It appeared in this way as if a large sum had been advanced to Ogilvy at one time for which he had not accounted. The truth was he was then within the Arctic circle, and could not possibly account for it; but it was afterwards accounted for when he returned to civilization, and it could not have been accounted for otherwise or sooner.

764. Have you had any defalcations with these contracting surveyors?—Yes.

765. Does it amount to anything?—It amounts to \$12,000, I think.

766. Is there any chance for recovery?—I think not much, so far as most of the amount in arrear is concerned.

767. Were there many defaulters?—Considering the amount expended and the sort of control it was possible to exercise, the amount of the defalcations was trifling.

768. How many contractors were in that condition, speaking roughly?—There must have been as many as four or five in all.

769. Such a thing cannot happen now?—No.

770. There are very few surveys given out by contract?—As few as we possibly can.

771. You find it better to do it by your own officers?—Very much better.

772. You have a staff sufficient to do this work?—They are not in our permanent employment, but we could make up a staff that would do the work far better and cheaper too I am convinced.

773. You pay them by the day and send them out with outfits?—Yes.

774. Recurring to the delinquent contractors, how were they appointed?—Generally recommended by Members of Parliament.

775. They are Dominion Land Surveyors?—They must be.

776. Have you had any defalcations within late years?—No.

777. Within how many years?—As far as I can recollect, none within five years.

778. Generally you recommend that the surveys should be done by the departmental officers?—Yes.

779. During the years that were called the “boom years,” the defalcations took place, that is when you had to employ inferior men?—Yes. There was one defalcation since then. A man was overpaid, and discovering that he had been overpaid, he bolted. We sued him and got judgment, but that is all the satisfaction we got.

780. In your Homestead or other Acts, are there any penalties—fines for instance?—No.

781. There are no fines at all in your legislation?—No. We have penalties for cutting timber on public lands without authority.

782. Those are collected?—Oh, yes. If not, the timber is seized and we hold on to that.

LUDGER A. CATELLIER, Under Secretary of State was examined.

783. You are the Under Secretary of State?—I am.

784. How long have you occupied that position?—Two years and a month.

785. And how long have you been in the service?—Thirty-two years and a half.

786. Tell us briefly the offices you have held?—I was a clerk for some time, and for seventeen years I was Deputy Registrar General, and after that Under Secretary of State since the 1st December 1889.

787. Give the number and cost of permanent staff at Ottawa of the department of which you are deputy, in 1882 and 1891, respectively. Also, number and cost of extra clerks or other officials in all its branches, whether paid out of Civil Government funds or otherwise, in 1882, and also in 1891?—The total number of the permanent staff of the branches which now constitute the department, was in the year 1882, twenty seven, and the cost for the year \$27,754.16. There were then two extra clerks at a cost of \$364.50 for the year. The total number of the permanent staff at the present moment is thirty-two and the cost \$36,900. There are five extra clerks and an extra messenger, at a total cost of \$3,017.50.

788. How should the Board of Civil Service Examiners be constituted and what should be their powers?—The Board should be continued for preliminary and entrance examinations only.

789. Should all appointments be the result of competitive examination? What, if any appointments should be made without examination? Should there be an age limit in the case of all appointments; and state what, in your opinion, the maximum and minimum ages should be?—I am decidedly opposed to competitive examination as it would close the door to the poorer classes. Every candidate, however, should be required to pass a certain examination, except for offices requiring special qualifications. As to age, generally speaking 35 is a good limit, but in special appointments age should not be considered.

790. Should deputies be appointed during pleasure or during good behaviour? Should their responsibilities and powers be extended, and if so, in what direction?—deputy heads should be appointed “during good behaviour” as they would then have a more actual control over the staff. The powers now possessed are ample, provided the deputies are not hampered in the exercise thereof.

791. Should there be any third-class clerks at all? If so, what should be the limitation of salary? Is the present maximum (\$1,000) too high? Should there be an intermediate class, ranking lower than second and higher than a third?—Yes, there should be a third class of clerks. The maximum salary of \$1,000 is not too high, the minimum, however, might be increased to \$500 instead of \$400 as at present. There is no need of an intermediate class between second and third.

792. In adding for optional subjects should there not be some understanding that the optional subjects were necessary in the duties of the office to which the appointment is made?—Yes.

793. Are the recommendations for increase of salary always made with due consideration, or are they in a very large measure perfunctory?—Yes; I do not recommend the increase of salary unless I consider that the same has been merited.

794. Is it desirable to have an annual fixed date at which all increases of salary should take effect?—Yes; an annual fixed date for all increases is desirable, provided it can be arranged without injustice to those now in the service.

795. Should there be general preliminary examinations for all departments, or should there be special preliminary examinations for each department?—A general preliminary examination for all departments is sufficient.

796. How and by whom is the selection made from the list of qualified candidates in your department? Did you ever report against an official during the term of probation, and was another trial allowed, as provided in section 36, sub-section 2?—Selections are made by the Minister. I have never reported against any probationary clerk.

797. What is the practice in your department in regard to the appointments of persons having professional or technical qualifications, and have you ever had an examination held in any such case?—The practice has been for the Minister to make the selection; the course prescribed by the Civil Service Act with regard to reports to Council being then followed. No examination has been held in such cases.

798. Is it desirable to have promotion examinations, or if not, what would you recommend to be substituted?—Promotion examinations are neither necessary nor desirable and should be abolished. They cannot be made a true test of the fitness of any officer for promotion. The deputy head should be allowed to use his judgment; and his recommendation, concurred in by the Minister, should be sufficient.

799. Have promotions in your department been made only when vacancies were to be filled; or has it happened that an officer has, while continuing in effect to perform the same duties been promoted to a higher class?—Officers with a reasonable term of service have received promotion as a reward and encouragement, without regard to their particular duties.

800. Is it desirable to make to the Civil Service Board a yearly estimate of the vacancies likely to occur during the year?—No; this estimate is unnecessary and practically useless.

801. If promotion examinations are deemed desirable, should the officers earning the higher number of marks be the successful candidates, or should the promotions be made on the report of the head of the department, based on the recommendation of the deputy head?—This question is, in effect, answered in the reply to a previous question. I may repeat, however, that I consider any form of examination for promotion undesirable.

802. Should not promotions be made by Order in Council?—Promotions should be made by Order in Council.

803. Did the head of the department ever reject any man who has been promoted?—No promoted officer has been rejected during my term of office.

804. Have you given any thought as to the desirability of having a junior division or boy copyist class. Do you recommend the creation of such a class?—I object to and do not see the need of a boy copyist class.

805. State generally your views as to the expediency of having a high grade permanent staff and a lower grade writer or boy copyist class?—So far as my department is concerned, no lower grade or copyist class is required.

806. Has any officer in your department after being promoted turned out to be incapable, and was the attention of the head of the department called to the case, and was such promotion cancelled?—No one has proved incapable.

807. Have you at any time by your certificate in the promotion examination enabled a candidate to pass whom you deemed unfit?—No, I have never given a certificate for promotion which I considered undeserved.

808. Did you ever, in respect of the efficiency marks give a less percentage than 30 per cent. in the case of any candidate in your department seeking promotion?—No, I have never given a percentage of less than 30 for efficiency.

809. Should not exchanges of position, be made on the report of the deputy heads of the departments concerned?—Yes.

810. Are exchanges ever made for the convenience of officers and not for the benefit of the departments concerned?—Exchanges should only be made for the benefit of the Departments concerned.

811. Should the temporary clerk or writer class be extended, or limited or abolished?—Temporary clerks are not required in my department. If extra work has to be performed at any time the permanent staff should be called upon to do it, after hours, if necessary.

812. Under the present system, in what manner do you ascertain the necessity of employment of extra clerks?—No system has been possible, the deputy head being practically without discretion as to the employment of extra clerks.

813. Do you invariably select from the list of passed candidates; if not, are enquiries made as to the fitness of persons who are on such lists?—No; as a general rule, the question whether or not the examination has been passed is not considered, the power to appoint for "special qualifications" being misused.

814. Have you any women clerks employed in your department? Are they generally efficient, and are there any branches in your department in which women clerks could be exclusively employed?—No women are employed in my department, and none are required. The only cases in which women have been paid have been for copying done outside.

815. Should there be a general provision for equal leave of absence for all classes, or should not length of service, nature of appointment and responsibility of office be factors in considering the extent of leave to be given?—As the service is now constituted, I consider a general provision for equal leave to all classes the most desirable. I am of opinion, however, that the period should be extended to one month in each year, and that some of the present statutory holidays should be abolished to make up for the extra week.

816. Should not leave of absence be compulsory?—I do not see any necessity for making either the granting or taking of leave compulsory. The deputy head might be given discretionary power in this respect. However, I consider the law on this point satisfactory.

817. Has the business of your department suffered, and to what extent, through the granting of leave of absence to officers on account of sickness or otherwise?—The work of the department has not suffered, but the work of absentees has been thrown on other officers.

818. In your department, have any abuses prevailed as to the granting of leave of absence?—Yes. Leave of absence which I did not consider deserved has been granted; for instance, in cases of ill-health caused by outside private work, leave of absence has been procured through influence.

819. Should there be a system of fines for small offences?—I am of opinion that a system of fines for small offences would create a feeling adverse to the harmonious working of the department and would tend to prevent an *esprit de corps*.

820. Is it advisable to reinstate an official who has resigned his appointment without the recommendation of the deputy head?—No. The deputy head should certainly have a voice with regard to the reinstatement of any officer who, having resigned, desires to re-enter the service.

821. Should any test of competency to perform the required duties be shown, and is it necessary to appoint at the same salary?—Unless the officer re-entering is to perform the same duties as he did before resigning, he should be subjected to some probationary term. As to salary, unless his duties are to be the same, or of similar or higher character, there should be no obligation to pay him the same salary as before.

822. Do you strictly observe the law regarding the attendance book? Do all your officers sign the book? How do you deal with those who are late in attendance?—Yes. All officers of my department sign the attendance book, except chief clerks, who obtained exemption years ago, but in my opinion they should also sign. I have no complaints of late attendance to make against my staff.

823. Have you any suggestions to offer as to the Civil Service Act in general or as to your own department in particular, in connection therewith?—My ideas respecting the Civil Service Act will have been sufficiently indicated in the replies to the foregoing questions. As a deputy head my experience has been limited, of course, as to the two years which have elapsed since I was appointed to my present position.

824. Have any difficulties arisen in the conduct of the business of your department arising out of the provisions of the Civil Service Act?—No difficulties have arisen in my department since I became deputy on account of any provisions of the Act.

825. Have many changes in the character and extent of the service required in your department occurred since the passage of the Civil Service Act, and have, as a consequence, the duties in your department or of any branch or any officer of your department been varied?—Various changes have occurred in the organization and scope of the department since 1882, but so far as the branches which it now comprises are concerned, there has been no material change in the duties of the officers, except as regards myself, the Office of Deputy Registrar General which I previously held, and that of Under Secretary of State, which I now also hold, having been united in my person.

826. Have any persons found their way into the service of your department who either from defects existing at the time of their appointment or from advanced age or from bad habits are ineligible for retention in the service?—So far as the permanent staff of my department is concerned, I am quite satisfied, with the exception of two cases, in which I do not think I have been given proper control, but into the particulars of which I do not care to enter.

827. Are the number of persons employed in your department out of proportion to the increase of work?—The increase of the staff has not been out of proportion to the increase of work—in fact, I should be glad of another third-class clerk.

828. Has the work of your department increased beyond the capacity of the permanent staff, and if so, has it led to the employment for lengthened periods of temporary clerks, and has the rate of remuneration of these temporary clerks been increased from time to time?—Although the work has not increased beyond the capacity of the permanent staff, extra clerks have been employed for various periods, and in some cases I have considered their services warranted an increase of pay. One of these extra clerks I should be glad to see added to the permanent staff.

829. Is it desirable for officials to sign the attendance book when leaving the department for any purpose?—It is neither necessary nor desirable that officers leaving the department for any purpose during office hours should sign the attendance book on going out or returning.

830. In your opinion, are the office hours, 9.30 a.m. to 4 p.m. sufficiently long, or could they be extended in your department with advantage?—The hours from 9.30 to 4 are sufficient, and no benefit would arise from their extension.

831. Have any abuses prevailed in your department as to the length of the working hours?—No abuse has prevailed in my department with regard to the length of working hours.

832. Is it desirable that the officials should leave the department for luncheon?—It is not desirable that the officials should leave the department for luncheon, although the practice is allowed in my department.

833. Do all your officers leave for luncheon at the same time? If that is the practice, is an arrangement made whereby the business of the department does not suffer through their absence? What length of time is given for luncheon?—My officers do not all leave for luncheon at the same time. An arrangement exists whereby the business of the department is not retarded. Each officer has an hour.

834. Do you take care to ascertain that the length of service recorded in the Civil Service is correct in the case of the officials attached to your department, and that in case of those officials who come under the provisions of the Superannuation Act such service is only entered as would be counted for superannuation?—Care is taken to give correctly in “The Civil Service List” the length of service of my officers. As regards superannuation allowance based on the length of service, I understand that ample check is exercised by the Auditor General’s Office.

835. In your department are the officials generally aware of the Treasury Board Minute of the 28th January, 1879, respecting the use of political influence; is its spirit generally observed; and in case of infraction has the attention of the head of the department been called thereto?—I believe the officers of my department generally are aware of the existence of the Treasury Board Minute respecting the use of political influence; any infractions that have occurred are known to the Minister, who, in two cases, has drawn my attention to the circumstances.

836. Is it desirable that a fixed daily allowance should be given for travelling expenses, or would it in your opinion be preferable to reimburse the actual outlay incurred? Do you make in your department the same allowance for travelling expenses to all classes of officials and for all services, or do you discriminate, and to what extent?—I consider a fixed daily allowance for travelling expenses, as at present, preferable to the payment of actual expenses. I do not, however, consider \$3.50 sufficient for the higher officers. Officers are allowed \$3.50 per day and messengers \$2.00.

837. In your opinion, is a Superannuation Act necessary in the interest of the Public Service? If you deem it necessary, do you consider it advisable to restrict the operations to certain classes of officials having distinctive duties or otherwise? What change, if any, would you propose as regards the officials of your department?—I consider a Superannuation Act necessary and desirable. Its operation should be general, and not restricted to any class or classes of officials.

838. Do you consider the ten-year term sufficient, or would you increase the number of years to be served before an annuity be granted?—The ten-year term is not in my opinion satisfactory. At least fifteen years is desirable.

839. Do you consider as a rule the age of 60 years to be a proper age for retirement?—As a general rule, 65 years may be regarded as a proper age for retirement.

840. Would you deem it desirable to have all officials retired at a certain age, and what would be your view as to that age?—I do not think that retirement should be compulsory at any age.

841. Would you grant the option of retirement to any official who wishes to retire from the service, and at what age should this option be fixed?—The question of retirement should be left to the Governor in Council, as at present.

842. Should any term, in your opinion, be added to the actual term of service of any official to be superannuated, however he may have been appointed? If a term be added, do you consider it advisable to regulate such addition by confining it to certain offices designated and by requiring a certain length of service before such addition can be made?—I consider the provisions of the Superannuation Act to be satisfactory in this respect, except in the limitation; they should apply to all officers of the service when retirement is necessitated by sickness or the abolition of an office.

843. In your department has the additional term or portion of additional term been granted solely to officials appointed to high offices for technical qualifications, to officials whose office has either been abolished or who have been retired for reasons of economy; or has the additional term be granted in any case to officials who entered the service after the age of 30 years, and who never did anything but clerical work?—No such cases have occurred in this department to my knowledge.

844. Do you consider it proper that abatement for superannuation purposes be deducted from the salaries? Is so, do you consider the present percentage sufficient, or do you consider that it would be desirable, in the interests of the public service, to increase the percentage, in order to provide (a) that, if no superannuation takes place through death or any other cause, the officials or his representatives, should be

reimbursed for the abatements deducted from the salary ; or (b) that the officials who are superannuated might have the alternative of accepting a commutation in lieu of superannuation to the extent of the abatement paid by them?—I think a deduction for superannuation is desirable, but I think the Act should provide that in case of retirement or death before superannuation can take place the officer retiring or his representatives, if deceased, might reap some benefit from the deductions.

845. Would it be desirable to have a system of insurance in connection with superannuation?—I consider a system of insurance would be beneficial.

846. In cases of dismissal or resignation, in your opinion should the abatements deducted from salaries for superannuation purposes be refunded?—I certainly think that it would be only just to refund the deductions in all cases.

847. In your department, has it ever been recommended that a diminution of the allowance should be made on account of the services of an official having been considered unsatisfactory?—I am not aware of any case in my department in which a diminution of the retiring allowance has been recommended on account of unsatisfactory service.

848. Do you deem it advisable to allow any extra term of service to any officers removed to promote efficiency or economy, or for any reason at all?—Yes ; I consider this provision a good one.

849. When once a superannuation is effected, do you consider it desirable to retain the power to call back to the service the person superannuated, and at what age would you place the limit?—I regard this clause as objectionable and liable to lead to grave injustice. In my opinion, a man who has served the Government so faithfully as to earn a retiring pension should be allowed to enjoy the same without the disquietude caused by the knowledge that his plans for the remaining years of his life may be undone by a recall to the service.

850. Are there any suggestions you would wish to offer with respect to the Superannuation Act, or the working thereof?—I have fairly indicated my views on the Superannuation Act in my replies to, and suggestions connected with, the foregoing questions. I would, however, emphasize my remarks with reference to the desirability of providing that, in no case, shall moneys paid in to the fund be lost to the officer or his representative.

851. Is your department divided into branches? Give particulars, including the name of the person in charge of each branch ; the number of officials in the same, grading them, and describing generally how the duties are allotted in each branch?—The department is divided into three branches: The "Correspondence," "Registry" and "Records." The correspondence branch is in charge of a chief clerk, Mr. Phillippe Pelletier. In this branch, the register of all documents reaching the department is kept, and the course followed in respect to each one entered, until the subject matter is finally disposed of. Each officer has his allotted duties, the total number employed in the branch, including two extra clerks, being fourteen. Mr. Pelletier, the chief clerk, supervises the work of the branch and is responsible to me for its correctness. He directs what action shall be taken upon all letters and documents coming into the department, distributes the work amongst the officers and sees that it is properly done. Mr. Henry J. Morgan, first-class clerk, is employed in the drafting of despatches to the several Lieutenant Governors, important reports to Council and other matters of a like character. Mr. F. Colson, first-class clerk and accountant, has charge of all matters connected with the pay-lists, the entry, deposit, and accounts of departmental fees, the statements to the Auditor General, the drafting of reports to Council in cases of appointments, promotion, or the employment of extra clerks, and generally all matters into which the question of payment or receipt of moneys enters. He also drafts correspondence on all subjects, and more particularly in connection with the administration of "The Canada Temperance Act." Mr. Colson has a thorough knowledge of the department, and acts as a chief clerk in the absence of that officer. Mr. Gustave Emond, first-class clerk, is specially charged with the procedure relating to applications for release, or diminution of sentence of convicts, a very important branch of the work. He also does a large share of the drafting of correspondence in French and English, and in

addition to these duties frequently acts as temporary private secretary to the Minister, being, it may be mentioned, a good shorthand writer and a graceful penman. Mr. L. H. Taché, a second-class clerk, is the Minister's private secretary. Mr. J. F. Waters, second-class clerk, drafts general correspondence. Mr. Henri Roy, second-class clerk, has charge of the register, in which duty he is assisted by Mr. L. J. A. Dubé, a third-class clerk. Mr. Edward Harrison, second-class clerk, is in charge of the stationery and other requisitions, and also prepares reports to Council in connection with the newspaper patronage list. Mr. W. Foran, third-class clerk, has charge of all correspondence arising out of the administration of "The Companies Act," and also of the procedure in connection with Addresses and Returns to Parliament. In addition, he does a large share of the typewriting. Mr. E. Y. Steele, third-class clerk, and Messrs. J. M. Lalonde and M. DesGeorges (extra), all copying clerks. Mr. H. G. Lamothe, second-class clerk, is included in the number of officers of this branch for the purpose of this reply. His duties are entirely in connection with correspondence relating to the Electoral Franchise Act, a work recently added to that of this department, and his time is fully occupied thereby. Mr. Lamothe, it may be mentioned, is at present only temporarily attached to this department, being paid by the Department of Public Printing and Stationery, but it is intended that he shall be transferred from there at the commencement of the next fiscal year. In my capacity as Deputy Registrar General, I am charged with the supervision of the Registry Branch of the department, the work of which, constituting as it does primarily, a permanent office of record, is of a very important character. In that office are registered all proclamations, land grants, bonds, commissions and other documents for which registration is prescribed. In it are also engrossed all commissions and other instruments of a like nature issued by the Government. The work of the branch may thus be divided under two heads: The registration and engrossing. The former is under the immediate charge of Mr. E. Brousseau, a first-class clerk of long service and thorough knowledge of his duties in every detail, who has also charge of the newspaper subscription list, both for the department and for the supply of the London library. He is assisted by M. Ira W. Storr, also a first-class clerk, thoroughly capable, and possessing a similar knowledge of the work. Messrs. A. G. Learoyd, P. T. Kirwan, J. Burns, and D. D. McDonald, (second class), Geo. Collins, L. F. Globensky and F. M. Baker (third class), are registering and recording clerks, and are all accurate, industrious and reliable men. The engrossing staff is composed of four second-class clerks: Messrs. A. Drouin, who is in charge of the office; A. O. Matton, A. Arcand and C. Medlow; all of these officers are possessed of the highest attainments in the art of penmanship, and their work as shown in commissions to public officers, is widely known and deservedly admired. The Record Branch is in charge of Mr. A. Audet, a chief clerk, with the title of "Keeper of Records." He is assisted by Mr. F. J. Audet and Mr. A. Archambault, third-class clerks, and by Messrs. G. De la Porte, E. G. Paradis and L. G. Roy, extra clerks. In this branch are recorded and classified the files of the department since Confederation, and official publications of the Government. In addition to these, there are also a large quantity of the old records of the late Province of Canada, a thorough classification of which is now in progress, under an appropriation voted by Parliament for that purpose. Messrs. A. Elie, J. Courtman, W. B. de Grosbois and U. Ricard are the messengers of the department generally. George Codd is an extra messenger.

852. What is the method employed in your department for the collection and deposit of public money?—The revenue of the department is very small, the only sources of revenue being the fees payable upon letters patent incorporating companies under "The Companies Act," commissions to public officers, passports, copies of documents, certificates of legalization, searches, etc. The total annual amount is not more than from \$7,000 to \$8,000. As no document is allowed to be sent out of the department until the fee thereon has been paid, the collection is a very simple matter, and there are practically no arrears. The amounts are deposited by the accountant whenever they reach \$25 or over, and a statement with vouchers and details forwarded to the Auditor at the close of each month. The department expends, directly, only the sums granted for payment of Civil Government salaries of its officers, and the charges (limited to \$400

per annum) for the supply of the library of the High Commissioner in London. Its only other expenditures are for contingencies obtained by requisition on the Accountant of Contingencies, by whom the cheques are issued to the parties entitled; and for services under the votes for classification of records (\$2,000), and for preparation of returns to Parliament authorized by Order in Council and paid upon the certificate of the Auditor General.

853. What system of purchase is adopted in your department?—The department is not a purchasing department.

854. What is the system followed in the issue and receipt of stores?—No stores are held.

855. How are contracts generally awarded in your department?—There are no contracts to award.

856. In addition to his salary, is any official in your department in receipt of any additional allowances or perquisite, and if so, please state particulars?—No official of this department is in receipt of any additional allowance or perquisite besides his salary.

857. Is it possible, in your opinion, to reduce the expenditure on account of the services under the control of your department without impairing their efficiency, and if so, state in what way?—I think the number of extra clerks might be reduced, and so the expenditure would be decreased. In fact, this reduction is now being gradually made.

858. In your department have any abuses prevailed in connection with the supervision of payments?—No abuses have prevailed in my department in connection with the supervision of payments.

859. Have you any suggestions to make with a view to possible amendments of the Audit Act?—I have no suggestions to offer respecting the Audit Act.

860. What is your view as to the salaries of the deputies—do you think they should have a like salary or that there should be different salaries?—As every Minister has the same salary without the same responsibility, on the same principle I think the deputies should get the same salaries.

861. Have you more chief clerks in your department than are necessary?—I have only two; I do not think that is too many.

862. Should there be a fixed limit of the number of first-class clerks in each department?—I think that when a man has served for many years he is entitled to get promoted.

863. Promoted to the first class whether there is any change in his duty or not?—Yes.

864. And you say the same as to second-class clerks?—Yes.

865. So you think it is not necessary that the first-class or second-class clerks should have distinctive duties?—In my department a correspondence clerk will go on for years and years in that work. Take Mr. Powell, who was Under Secretary. He was a clever man, but he was always employed in correspondence. I think it was only fair to raise him to that position.

866. Though the duties were not more arduous or important at the conclusion than at the commencement of his services?—Yes.

867. Are there in your department first-class officers doing second-class work, or second-class officers doing third-class work?—Not third-class work, but often second-class work.

868. You already have said you have men who hold office from length of service, and not because they are doing other and higher duties?—Yes.

869. Do you think the increments to the salaries of first-class and second-class clerks should be alike?—Yes, to give them some encouragement.

870. You say that you did not recommend the increase unless it was fairly earned?—Certainly.

871. Are appointments in addition to the ordinary staff of your department made through requisition from the deputy head, or the heads of branches, or how?—The recommendation for promotion has generally been made by me.

872. But suppose it is in regard to putting on an extra clerk?—That rests with the Minister.

873. The extra clerks are not appointed on the requisition of the deputy head or the heads of branches?—No.

874. As to new appointments, whether permanent or extra clerks, is it done on requisition from the deputy head or the heads of branches?—The deputy may see the necessity for a clerk, but the Minister makes the appointments.

875. You know that even for a temporary clerk the requisition must be made by yourself?—Yes; but the Minister wants a thing done, and we put it through.

876. Do you think the deputy head should have power to suspend?—I do not care very much to have that power unless the deputies are appointed during good behaviour.

877. If that were done would you have more control?—Yes.

878. Still you did suspend an official in the absence of the Minister?—Yes.

879. You did not hesitate to do it?—I did it at once.

880. Do you not think that power should be extended?—No. The deputy has power in the absence of the Minister. I think that is quite sufficient.

881. In the event of a good behaviour clause being made, you think the power of suspension should be extended?—Yes, I think so. But no doubt the deputy head would make a report on the case, and, if it were not correct, it would be corrected by the Government.

882. If a deputy makes a report that an officer is not efficient, you think he has done his duty and it rests with the Minister to see that carried out?—Yes.

883. You said you did not think promotion examinations were necessary?—I do not.

884. Would you be good enough to state again briefly how you would make your promotions?—The deputy heads should make them with the concurrence of the Minister. I think the deputy is the best judge of his own employees. The deputy generally has the interest of his own department at heart.

885. But the deputy and the Minister might pass over the senior officer and appoint an officer below him?—Yes, but if the deputy is appointed during good behaviour, he will look to the benefit of his own department.

886. You do not think it is necessary that the senior officer should be promoted?—No.

887. But if he is fitted for it, should he not have the first chance?—Yes.

888. You would not pass him over without reason?—Certainly not.

889. But you think no promotion examination is necessary?—No, especially in my department where these clerks are doing the same kind of work for years before they are promoted and will continue to do it afterwards.

890. Have you ever refused to recommend the increase of \$50 a year to any of your clerks?—No.

891. Had either of these officers you suspended arrived at the maximum of his class?—I only suspended a man for a few days and that was for bad conduct.

892. Was he at the maximum of his class?—No.

893. He has had a statutory increase since?—I am not ready to answer that. I do not think he received it, but it was not on account of his conduct.

894. Are promotions sometimes made by the appointment of outside officers over those who are in your department and who should be promoted?—I have no example of that. I have only been a deputy for a little over two years.

895. You were saying that you would not have any objections to the removal of some of the extra clerks. Are we to understand that temporary or extra clerks become fixtures, that they are not generally discharged even after you do not want them?—We have discharged many since I have been deputy. We have now only five, and there were more when I assumed office.

896. You are eliminating them?—Yes, out of 37 clerks I have only five extra clerks.

897. Has it happened during your experience as Under Secretary that extra clerks were appointed in your department without any necessity?—I must admit that during my first year of office we had two extra clerks imposed on us.

898. Without any necessity?—Yes, but the Minister has been very particular lately about these things.

899. You say in answer to one of the questions that so far as the permanent staff of your department is concerned you are quite satisfied. Are you satisfied as regards the five temporary clerks?—There are two that I want to keep, but there are two others in the records room. I do not know much about the work they have to do there, because I have not the control, which I should have, of that branch. It is under the keeper of the records and he is doing his work without referring to me. I am not aware of the kind of work they are doing there. I know generally, but I cannot get the details.

900. Your impression is that there are too many officers for the work there?—We will get rid of one extra clerk at the end of this month. There will remain two extra clerks, and I do not think that will be too much.

901. Should promotions, in your opinion, be made without their being recommended by the deputy?—No, because the deputy is the best judge of the capacity of the clerk.

902. Have any promotions been made in your department without the recommendation of the deputy?—Not since I have been deputy. I had permission recently from the minister to appoint two second-class and three third-class clerks.

903. Do you tolerate beyond reason repeated breaches of conduct through bad habits?—I must say I have not a single drunkard in my department—not a single case. We had some years ago, but we are rid of them.

904. You did not appear to be in favour of even preliminary examinations?—Yes, I am in favour of preliminary examinations.

905. What kind of preliminary examinations would you recommend?—To get a test that the man is an educated man.

906. Did you not say that you were adverse to a competitive examination because it precluded the poorer classes from becoming candidates?—I think the examination ought not to be competitive. I think it would close the door to the poorer classes.

907. Have any clerks been named in your office without any preliminary examinations?—A. No, I do not remember any, except some for special qualifications.

908. What do you call special qualifications? What are they doing?—The accountant of my department was appointed in that way.

909. Do you call that a special qualification?—For this department anyway; and we have the keeper of records also. I think he is a lawyer. The Order in Council was passed stating that it was for special qualifications.

910. That was before your time?—Yes, and the accountant also.

911. Do you think the provisions of the Act in regard to appointments for technical or special qualification are liable to abuse?—Yes.

912. And you think there have been instances where they have been abused?—Yes, but not in the cases I have mentioned.

913. Not only in your department but elsewhere?—Yes, that is the only way to put in extra clerks who have not passed the examination.

914. You are still Deputy Registrar General?—Yes.

915. You state that so and so are registering and recording clerks?—Yes.

916. Are they all doing the same duties?—No. There are some engrossing clerks, and some indexing clerks—both second and third-class clerks.

917. Are they doing the same kind of work?—Yes.

918. How did they become second-class clerks—was it through length of service?—Yes, through length of service and good conduct. I do not think there is in the Government a better branch than that registration division.

919. What do you call the registration of land grants?—We have no longer charge of the Dominion Lands, but we still have the registration of Ordnance Lands.

920. And all special grants?—Yes, for the Militia Department and others. There is no doubt that that division does a great deal of work.

921. You register your documents in full?—Yes.

922. In handwriting?—Yes, except the Lands Patent.

923. How do you register them?—On a printed form. Then the charters for companies are very heavy work. They are engrossed in full and registered in full. Part are printed for the engrossing.

924. The engrossing staff are employed on the charters and commissions?—Yes, and we have the leases from the Inland Revenue to engross, and if any other department wants anything to be engrossed it is sent to us.

925. Do you engross for all departments?—Yes.

926. The fees for commissions in 1890 were \$2,900. Does that cover the expense of the department, do you think?—No, I do not think so.

927. Would it cover the expense of getting out the commissions?—Oh, no, it would not pay the expenses of the office.

928. If you got \$20 for commissions it would pay?—We charge that only to Judges, Ministers and Deputy Ministers, Queen's Counsels, Lieutenant Governors and a few others. Some of the charters pay \$200 or \$300.

929. You have a records branch?—Yes.

930. You have also a vote for the classification of those records?—Yes; \$2,000.

931. There is also a vote of Parliament for the classification of records in the Privy Council office?—I do not know. I think I have seen it, but we have \$2,000 for our department. These are not the same records they have there.

932. What records have you?—All the records of the old Province of Canada.

933. The records since Confederation are those in the Privy Council?—No.

934. What do you mean by the old records of the old Province of Canada? Are these simply departmental or general records?—The departmental files and general old records.

935. You have records that you classify and the Privy Council have records which they classify, and in the Department of Agriculture there are records under the charge of an archivist?—Yes.

936. Could not all that be amalgamated?—Yes; I think there is a law passed to unite those records, but it has never been done.

937. By the law these should all come under the Secretary of State?—Yes; I think a law was passed in reference to the Department of Agriculture, and they were to transfer that branch of the department to the Secretary of State. They have very large records there. The law was never put in force.

938. Should there be a limit, and if so, what, in the case of leave of absence on account of sickness?—I think the law is fair enough in that respect. A man may be a good efficient clerk and may fall a victim to some sickness, but after a year may be able to return to his office; I think it rests with the Government.

939. Should not the deputy head enquire and give a certificate that the leave is necessary?—I should think so.

940. Should there be a deduction of pay for late attendance or absence from office?—No; I do not think so. Perhaps in a very large department, but in a small department like mine, I do not think it would work at all.

941. Have you any suggestions to make as to the imposition of checks upon the admission of ineligible candidates, or in regard to the giving of proper facilities for relieving the service of useless members?—That would be settled if the deputy were appointed during good behaviour. The Auditor General has no trouble and can promote his own clerks.

WEDNESDAY, 30th December, 1891.

ALFRED R. C. SELWYN, C.M.G., LL.D., F.R.S., was examined.

I am Director of the Geological Survey since 1869.

942. Will you give the number and cost of the permanent staff at Ottawa of the department of which you are deputy, in 1882 and 1891 respectively. Also number and cost of extra clerks or other officials in all its branches, whether paid out of Civil Government funds or otherwise, in 1882 and also in 1891?—In 1867 \$30,000 was voted for five years; that would be to 1872. In 1872 another vote was taken for five years to 1877, of \$45,000. That was an annual vote out of which everything was paid, salaries and every expense of the survey and the museum. In 1877 another vote was taken for five years to 1882, of \$50,000. In 1883 a vote was taken for \$60,000 for the contingencies and all expenses of the department outside the civil list salaries. The whole staff was then placed on the Civil List, and the salaries voted for that staff were \$30,504, making altogether \$90,504. In 1884 they rose to \$31,967.33; in 1885, \$35,936.03; in 1886, \$38,450; in 1887, \$42,478.82; in 1888, \$43,319.56; in 1889, \$40,768.78; in 1890, \$41,792.49; in 1891, \$48,310. In addition to each of these years there was an annual vote for contingencies of \$6,000. It has never varied from that amount since 1883, whereas the salaries, as you will see, have increased greatly.

I submit here a statement of the present staff and the salaries in 1870, together with a comparative statement for 1882 and 1891.

GEOLOGICAL SURVEY DEPARTMENT.

Salaries of the staff from 1st January to 31st December, 1870:—

1. A. R. C. Selwyn, \$4,000.....	\$3,000 00	
2. T. Sterry Hunt.....	2,800 00	
3. E. Billings.....	1,600 00	
		\$7,400 00
4. Robert Bell.....	1,200 00	
5. Robert Barlow.....	1,200 00	
6. James Richardson.....	1,200 00	
7. E. Hartley.....	1,000 00	
8. S. Barlow.....	837 50	
9. H. S. Smith.....	775 00	
10. G. Broome, to 30th November, 1870....	750 00	
11. T. C. Weston.....	700 00	
12. H. G. Vennor.....	675 00	
13. A. Webster.....	600 00	
14. G. R. Grant.....	500 00	
15. Alex. Mackenzie.....	500 00	
16. M. O. Farrel.....	384 00	
17. W. McOuat.....	380 00	
18. G. A. Barlow.....	120 00	
		10,821 50
19. James Lowe, 7 months.....	350 00	
{ L. W. Bailey, 3 do.....	300 00	
20. Chas. Robb, 3½ do.....	283 00	
{ G. F. Mathew, 2 do.....	100 00	
		1,033 00
Total.....		\$19,254 50

JNO. MARSHALL,
Accountant.

OTTAWA, 18th December, 1891.

GEOLOGICAL SURVEY DEPARTMENT.

MEMO.

THE Number and Cost of the Permanent Staff in Ottawa in 1882 and in 1891 ; also the Number and Cost of Extra Clerks or other Officials in all its Branches, whether paid out of Civil Government Fund in 1882 and 1891.

PERMANENT STAFF.

Year.	No.	Duration.	Cost.
1882.....	22	From 1st January to 12th April.....	} \$ cts. 26,137 15
1882.....	23	do 12th April to 31st May.....	
1882.....	22	do 1st June to 30th June.....	
1882.....	26	do 1st July to 31st July.....	
1882.....	24	do 1st August to 30th September.....	
1882.....	23	do 1st October to 31st December..... (Paid for Geological Survey appropriation.)	} 42,303 47
1891.....	28	do 1st January to 31st December..... (Paid from Civil Government appropriation.)	

TEMPORARY STAFF.

1882.....	14	From 1st January to 31st December.....	6,015 08
1891.....	24	do 1st do 31st do.....	19,757 77

JNO. MARSHALL,

Accountant.

OTTAWA, 14th December, 1891.

943. How should the Board of Civil Examiners be constituted and what should be their powers?—The Board of Civil Service Commissioners—I would not style them examiners—should be constituted of persons as wholly independent of political influence as are the Judges of the Supreme Court. All appointments to the departments at Ottawa “inside service” should emanate from the board, the appointee to be selected from persons having passed the Civil Service qualifying examination, and to be subject to rejection on the report of the deputy head after a probationary service not exceeding two years. The commissioners should appoint examiners in each district or city where examinations are required to be held, who should report to the commissioners.

944. Should all appointments be the result of competitive examination? What, if any, appointments should be made without examination? Should there be an age limit in the case of all appointments; and state what, in your opinion, the maximum and the minimum age should be?—First appointments must, more or less, be the result of competition. Where previous experience and knowledge of the work required to be done, exists, competitive examinations would not be advisable. But this should in a great measure be decided on consideration of the special requirements of each department and the nature of the work. Probation is the best test of efficiency. There are many qualifications and requirements that cannot be ascertained by examination. I would recommend a minimum age of eighteen for first entrance into the service; maximum age of forty, and then only for special fitness and experience.

945. Should deputies be appointed during pleasure or during good behaviour? Should their responsibilities and powers be extended, and if so, in what direction?—They should be appointed during good behaviour. Their powers should be considerably extended. They should determine the number and the class of persons to be employed—of course within the limit of the appropriation made by Parliament for the service—in their several departments. They should have power to remove temporary employees whose services are not required or who are inefficient.

946. Should there be any third-class clerks at all? If so what should be the limitation of their salaries? Is the present maximum—one thousand dollars—too high? Should there be an intermediate class ranking lower than a second and higher than a third?—Salary should determine class; capacity, usefulness and nature of work should fix salary. I see no objection to a third class. A maximum and minimum salary in the several classes is desirable, but it should not be necessary to appoint at the minimum of the class. A supernumerary, temporary or probationary class is desirable, and from it as a rule appointments to the permanent list should be made.

947. In adding for optional subjects should there not be some understanding that the optional subjects were necessary in the duties of the office to which the appointment is made?—Yes, certainly.

948. Are the recommendations for increases of salary always made with due consideration, or are they in a very large measure perfunctory?—I have never recommended an increase otherwise than on due consideration.

949. Is it desirable to have an annual fixed date at which all increases of salary should take effect?—Yes, the commencement of the fiscal year.

950. Should there be a general preliminary examination for all departments, or should there be special preliminary examination for each department?—General for all departments, that is qualifying.

951. How and by whom is the selection made from the list of qualified candidates in your department? Did you ever report against an official during the term of probation, and was another trial allowed, as provided in section 36, subsection 2?—On my recommendation, and as a rule by seniority in probationary service.

952. What is the practice in your department in regard to the appointments of persons having professional or technical qualifications, and have you ever had an examination held in any such case?—As above. No examinations have been held.

953. Is it desirable to have promotion examinations, or if not, what would you recommend to be substituted?—It is desirable, but the necessity for using it should be left to the deputy to decide in each case.

954. Have promotions in your department been made only when vacancies were to be filled, or has it happened that an officer has while continuing in effect to perform the same duties, been promoted to a higher class?—Instances of both have occurred. Promotion to a higher class has often been made when the limit of salary in the lower class had been passed.

955. Is it desirable to make the Civil Service Board a yearly estimate of the vacancies likely to occur during the year?—I think not. As the future cannot be foreseen, any such estimate must be only a guess, and often incorrect.

956. If promotion examinations are deemed desirable, should the officers who earn the higher number of marks be the successful candidates, or should the promotion be made on the report of the head of the department based upon the recommendation of the deputy head?—Not necessarily by the highest number of marks. They should be made on the report of the deputy.

957. Should not promotions be made by Order in Council?—To do so, causes unnecessary delay, but they should be reported to Council by the head of the department. There is an instance now in my department of two years delay in carrying out an appointment, and several are now in abeyance for six months owing to this requirement.

958. Did the head of the department ever reject any man who has been promoted?—Not to my knowledge.

959. Has any officer in your department, after being promoted, turned out to be incapable, and was the attention of the head of the department called to the case, and was such promotion cancelled?—An instance has occurred in my department of an officer being promoted over the head of another his senior and more efficient. Attention was called to it, but it was not cancelled.

960. Have you at any time by your certificate in the promotion examination enabled a candidate to pass whom you deemed unfit?—No.

961. Did you ever in respect to the efficiency marks give a less percentage than 30 per cent in the case of any candidate in your department seeking promotion?—No.

962. Should not exchanges of positions be made on the report of the deputy heads of the departments concerned?—I think it would occasionally be useful to do so.

963. Are exchanges ever made for the convenience of officers and not for the benefit of the departments concerned?—None in this department.

964. Should the temporary clerk or writer class be extended, or limited or abolished?—In this department it works well, and no change is required.

965. Have you given any thought as to the desirability of having a junior division or boy copyist class?—The present plan of engaging temporary assistance seems sufficient to cover this.

966. Do you recommend the creation of such a class?—No, it is not necessary.

967. State generally your views as to the expediency of having a high grade permanent staff and lower grade writer and boy copyist class?—A. I do not see any need of change in the present system of a permanent and a temporary class.

968. Under the present system in what manner do you ascertain the necessity of the employment of extra clerks?—A. By finding that with all due diligence the work cannot be performed without such extra assistance.

969. Do you invariably select from the list of passed candidates; if not, are enquiries made as to the fitness of persons who are on such lists?—A. I certainly should do so, but no occasion has arisen.

970. Have you any women clerks employed in your department? Are they generally efficient and are there any branches in your department in which women clerks could be exclusively employed?—A. I have three; they are very efficient. Yes; in the Library.

971. Should there be a general provision for equal leave of absence for all classes, or should not length of service, nature of appointment and responsibility of office be factors in considering the extent of leave to be given?—I think all the considerations named should be factors.

972. Should not leave of absence be compulsory?—A. No.

973. Should there be a limit, and if so what, in the case of leave on account of sickness?—A. There should be a limit, differing according to circumstances.

974. Has the business of your department suffered, and to what extent, through the granting of leave of absence to officers on account of sickness or otherwise?—A. It has certainly suffered. I am unable to state to the precise extent.

975. In your department, have any abuses prevailed as to the granting of leave of absence?—Not that I am aware of.

976. Should there be a system of fines for small offences?—I think it would be a useful power in the hands of the deputy, but should be exercised very carefully.

977. Is it advisable to re-instate an official who has resigned his appointment without the recommendation of the deputy head?—Certainly not.

978. Should any test of competency to perform the required duties be shown, and is it necessary to appoint at the same salary?—Some guarantee of competency should certainly be given. It should not be necessary to appoint at the same salary.

979. Do you strictly observe the law regarding the attendance book? Do all your officers sign the book? How do you deal with those who are late in attendance?—I am not cognisant of any law regarding attendance book, except that such a book shall be kept. Every officer signs the attendance book; a red cross is placed opposite the names of those who are late, and if it occurs frequently their attention is called to it.

980. Have you any suggestions to offer as to the Civil Service Act in general, or as to your own department in particular, in connection therewith?—The Geological Survey department being specially technical, and most of the appointments being made under the Geological Survey Act, it is not now largely affected by the Civil Service Act; but, it has been in the past especially by the rule that appointments must be made at the minimum of a class. There are however quite a number of changes in it which are most desirable in the interests of the service. 1. To do away with compulsory

appointments at the minimum of a class. 2. Graduated scale of travelling allowances. 3. Ditto of leave of absence for sickness and for recreation or rest. 4. Subsection 2 of section 47 Civil Service Act should be changed as regards minimum salary; also subsection 4 as regards maximum salary. 5. The three weeks leave should be permitted to be cumulative or made not less than four weeks. 6. Medical certificates should be received from the medical attendants of the employé who is sick. 7. Over-time work should be credited as against occasional leave for a day or two.

981. Have any difficulties arisen in the conduct of the business of your department, arising out of the provisions of the Civil Service Act?—Yes; in the matter of appointments.

982. Have any changes in the character and extent of the service required in your department occurred since the passage of the Civil Service Act, and as a consequence have the duties in your department or of any branch, or of any officer of your department, been varied?—The extent of the duties has largely increased, necessitating more definite division of duties.

983. Have any persons found their way into the service of your department who either from defects existing at the time of their appointment or from advanced age or from bad habits, are ineligible for retention in the service?—Yes; there have been such, and some have been appointed in the temporary class who are not competent to perform the duties required.

984. Are the number of persons employed in your department out of proportion to the increase of work?—Yes, in the sense of being too few.

985. Has the work of your department increased beyond the capacity of the permanent staff, and if so, has it led to the employment for lengthened periods of temporary clerks, and has the rate of the remuneration of these temporary clerks been increased from time to time?—Yes.

986. Have you any suggestions to make, more particularly in connection with any rules laid down under existing statutes, that have been found inconvenient or impracticable, that would lead to irregularities?—The entire elimination of political influence in making appointments, and the deputy having the power of dismissing such as are found unsuitable from any cause.

987. Have you any suggestions to make in connection with the imposition of checks upon the admission of ineligible candidates, or in regard to the giving of proper facilities for relieving the service of useless members?—Chiefly those relating to appointments, and already named.

988. Is it desirable for officials to sign the attendance book when leaving the department for any purposes?—Yes; and it is the rule of my office.

989. In your opinion, are the office hours, 9.30 a.m. to 4 p.m., sufficiently long, or could they be extended in your department with advantage?—The hours are sufficiently long, but 9.30 should not be, as at present, practically 9.55.

990. Have any abuses prevailed in your department as to the length of the working hours?—There has been a good deal of unauthorized absence.

991. Is it desirable that the officials should leave the department for luncheon?—This should be optional. Those who leave to remain till 5 p.m. or for the additional time they have been absent. There should be seven working hours.

992. Do all your officers leave for luncheon at the same time? If that is the practice, is an arrangement made whereby the business of the department does not suffer through their absence? What length of time is given for luncheon?—They do not leave at the same time. It is desirable they should do so. One hour is allowed.

993. Do you take care to ascertain that the length of service to be recorded in the Civil Service List is correct in the case of the officials attached to your Department, and that in case of those officials who come under the provisions of the Superannuation Act such service is only entered as should be counted for superannuation?—This is carefully attended to. In twenty-one years only three have been superannuated.

994. In your department are the officials generally aware of the Treasury Board Minute of the 28th January, 1879, respecting the use of political influence; is its spirit

generally observed ; and in case of infraction has the attention of the Head of the Department been called thereto ?—I believe they are, but it has been constantly evaded. The attention of the head of the department has been called to it.

995. It is desirable that a fixed daily allowance should be given for travelling expenses ; or would it, in your opinion, be preferable to re-imburse the actual outlay incurred ?—I think a fixed allowance is desirable, but it should be on a graduated scale. A third-class clerk should not receive the same rate as a deputy head.

996. Do you make in your department the same allowance for travelling expenses to all classes of officials and for all services ; or do you discriminate, and to what extent ?—All alike, in accordance, I believe, with the regulations. Surveyors and explorers in camp, or employed all summer in a district, only receive allowance for travelling to or from Ottawa to the district where they are working.

997. In your opinion is a Superannuation Act necessary, in the interest of the public service ? If you deem it necessary, do you consider it advisable to restrict its operations to certain classes of officials having distinctive duties or otherwise ? What change, if any, would you propose as regards the officials of your department ?—I certainly think so. It should apply, as now, to all. I have no change to suggest.

998. Do you consider the ten-year term sufficient, or would you increase the number of years to be served before an annuity be granted ?—I think ten years is sufficient under the law as it now is.

999. Do you consider, as a rule, the age of sixty years to be a proper age for retirement ?—Yes ; when not compulsory.

999½. Would you deem it desirable to have all officials retired at a certain age, and what would be your view as to that age ?—No ; the age should depend much on the individual. One man is as old at sixty as another at seventy. Any officer should be granted retirement if he asks for it at any time after sixty-five years of age and twenty years service.

1000. Do you consider it proper that abatement for superannuation purposes be deducted from the salary ? If so, do you consider the present percentage sufficient ?—To do so is, I think, unusual. The present percentage is sufficient.

• 1001. In cases of dismissal or resignation, in your opinion, should the abatement deducted from salaries for superannuation purposes be refunded ?—In cases of resignation, yes ; dismissal, no.

1002. Do you deem it advisable to allow any extra term of service to any officers removed to promote efficiency or economy, or for any reason at all ?—I think the present rules are just.

1003. When once a superannuation is effected, do you deem it desirable to retain the power to call back to the service the persons superannuated, and at what age would you place the limit ?—Certainly not, after sixty years of age.

1004. Is your department divided into branches ? Give particulars, including the age of the person in charge of each branch ; the number of officials in the same, grading them and describing generally how the duties are allotted to each branch. What is the method employed in your department for the collection and deposit of public money ?—Yes, as under :

- a. Exploration and Surveys, assistant directors—Drs. Dawson and Bell.
- b. Topography and Cartography—Mr. Scott Barlow, chief clerk.
- c. Palæontology and Zoology—Mr. Whiteaves, assistant director.
- d. Botany—Mr. Macoun, assistant director.
- e. Chemistry—Mr. C. Hoffman, assistant director.
- f. Mineralogy and Lithology—Mr. Hoffman, assistant director, and Mr. Ferrier.
- g. Library and distribution of publications—Dr. Thorburn.
- h. Clerical and accountant—Mr. Marshall.
- i. Mines and Mineral Statistics—Mr. Ingall.
- j. Mr. Willimott—collector and distributor of duplicate specimens of books and minerals for schools and colleges.

Each field explorer and surveyor is more or less responsible for his work and that of his party.

1005. Give a general idea of the methods employed in controlling the expenditure of your department?—As regards expenditure on account of exploration and survey an estimate of requirements is made by the officer in charge of the party, under several heads: wages, provisions, equipment, transport, &c. This is submitted for approval; when passed an advance of \$200 or \$300 is made for the person in charge. He is supplied with an official cheque book and a letter of credit for the total amount he is authorized to expend; the advance is endorsed on the letter of credit, which instructs him to draw from time to time, and to endorse date and amount of each successive draft on the letter of credit, and at the same time to send the accountant advice of the draft, with vouchers and statement of expenditure covering the amount of the advised draft. He thus keeps himself reimbursed to the extent of the original advance, till his letter of credit is exhausted at the close of the season, when the final adjustment is made.

1006. In addition to his salary, is any official in your department in receipt of any additional allowance or perquisites, and if so, please state particulars.—There is a resident housekeeper with fuel and light.

1007. What is the system of purchase in your department? and is it possible, in your opinion, to reduce the expenditure on account of the services under the control of your department without impairing their efficiency, and if so, state in what way?—It is not a purchasing department to any extent. Instruments, chemicals, apparatus, books, &c., are purchased as required for the several branches. Each surveyor purchases his own equipment, and is instructed at the close of each season to hand in an inventory of all stores or articles of equipment in his possession that are available for another season, where they are stored, and the manner in which any others have been disposed of, worn out, sold or lost. The chief draughtsman keeps a register of all instruments, and in whose possession they are.

1008. Have you any suggestions to make with a view to possible amendments to the Audit Act?—No.

1009. You think the appointments should be made by the Civil Service Commissioners if the examinations were not competitive?—The initial appointments. My idea is that whenever a vacancy occurs or a man is wanted in any particular class, the head of the department should communicate with the Civil Service Commissioners and they should nominate the person they think best suited for the position, after the requirements have been fully explained to them by the deputy. It is understood that the nominee has gone through a preliminary examination, and might also be required to pass a competitive examination in the duty required.

1010. Then you make this board a patronage board; you would in effect give them the appointments?—No, only the nomination, after competitive examination, and then be subject to rejection by the deputy after probation.

1011. But you know the Civil Service Commissioners in England have no such power as that?—I am not aware what their powers are. The highest marks do not at all enable them to select a man, except under probation. They may be able to arrive at the general intelligence of the individual. In certain special cases one man may have taken optional subjects and have passed well in them, which are required in a particular department but not in others.

1012. But you know, as a matter of fact, that the Civil Service Commissioners in England have no patronage whatever?—I have no precise knowledge of their functions.

1013. In England they have the preliminary qualifying examination first. They have open competition, then they examine the man who has the highest marks, who takes the place, but they could not appoint any one at all?—Neither would they do so here under the scheme I suggest.

1014. But you are advocating a system whereby a Board of Civil Service Commissioners here should exercise the patronage now exercised by the Governor in Council?—No; I should not call it exercising patronage. Patronage as exercised here is guided by political influence entirely. The function exercised by the proposed commissioners

would be a totally different thing. I suggest that the commissioners should be as independent as the judges on a bench, and that no person should solicit them in any way, or exercise any influence upon them whatever, any more than the friends of a criminal should go to a judge and try to influence him in his decision.

1015. But would you be able to get any commissioners who are not human and subject to outside influence?—Perhaps not. But the Civil Service Commission I mean, would tend, as much as possible, to eliminate political influence in making appointments. That is what I have in my mind. I have seen that political interference is the greatest detriment to the service, and unless that can be eliminated, I think improvement is absolutely hopeless.

1016. But have you followed the subject enough to know that the Commission in England do not make appointments?—I have already stated I have no precise knowledge as regards the functions of the English commissioners. If I had, the knowledge would not affect my opinion as regards what those functions should be here.

1017. Don't you think that there would be danger in placing the patronage in the hands of any board if they were not controlled by rules that prevented them from choosing their own favourites?—There might possibly be some danger, but to a very limited extent. I would give the credit for commissioners acting honourably, and in accordance with their oath of office, which could be so worded as to preclude them from acting on, and protect them from being subjected to, solicitations or any kind of outside influence.

1018. But judges do not make appointments?—Neither, as I have already said, would the commissioners. They should be above suspicion; and if it was known to be a misdemeanour for any one to try to influence them in any way, I think the object could be attained. Perhaps they might have a few friends that they would wish to put in; but according to my suggestion they only have the power of nominating, and the appointment is confirmed only after probation, on the report of the Deputy-Minister. Thus the power of the appointment does not rest with them.

1019. Your idea would be this: Suppose you want a clerk and you apply to them?—Yes; stating exactly what I want,

1020. You state, as nearly as you can, the duties he would have to perform, and the aptitudes for which you require of this clerk?—Yes.

1021. You tell them what kind of person you want and the services you want performed, and they send you some one, and you accept the nominee only after ascertaining that he answered your purpose?—Exactly.

1022. You have in connection with your survey a geological museum?—Yes.

1023. In England these are two distinct services?—There is a distinct vote for the service, but it is administered by the same person.

1024. It is stated that in the English survey the permanent officers, with the assistant palæontologist, fossil collectors and the general assistant, that is the temporary assistant geologists, are paid a per diem allowance; are you aware of that fact?—Yes. I received it myself for a good many years on the British survey.

1025. Are you aware that the temporary assistant geologist, whose age may be from 17 to 50, is appointed by competitive examination?—They were not in my day, but I am aware that they are now. But it is not a general competitive examination. There are two now in my department—one in the temporary service, the other permanent. In a competitive examination the latter would probably secure very much higher marks than the former, but for various reasons, which can be brought out only by probation, the former is the best officer. At present a member of Parliament nominates any one, and such persons are, as a rule, very independent, knowing that the deputy has no power to dispense with their services.

1026. Have you any such in your department?—Yes; I have men that are comparatively useless, round pegs in square holes, and the service I think has suffered more or less that way.

1027. Would you put any limitation upon the power of nominations, or the Civil Service Commission of which you have spoken?—Yes; I would require them to select from

those who had passed a preliminary or qualifying examination those they think best fitted for the office, and then to decide between such persons by competitive examination in the duties required. I think that is a practical way of getting good employees.

1028. Then it would not make a great difference who had the nomination from the list of qualified candidates if they were to be subjected to competition, if the candidates were only appointed after a competitive examination by the Commission?—I think it certainly would; the Commission should nominate, and it should be understood that the members of the Commission are not open to influence from outside, any more than a judge is open to being talked to and influenced by the friends of a criminal. It should be a misdemeanour for any person to try to influence any member of the Commission. There could be no difficulty in selecting commissioners who would be quite above suspicion in these respects.

1029. But you agree that it is desirable not to place in their hands any powers that would lead them to be suspected of partiality?—Certainly; and I think a competitive examination, such as suggested, of the highest candidates after the general examination, would meet the case, together with the constitution of the Commission itself.

1030. And the competition would be in the subjects of the duties the nominee would be required to perform?—Yes.

1031. Fossil collectors, the general assistant and the assistant geologists in England, are paid a per diem allowance?—Yes. Our men are also paid a per diem allowance.

1032. In England the per diem allowance varies from 2 shillings to 14 shillings?—Yes; ours is from \$1.25 to \$3.25.

1033. These probationary clerks are in a sense similar to the probationary officers in your department, and in a position analogous to that of the assistant geologist?—Precisely.

1034. You have a period of two years and a period of five years for working in the department before men can be appointed?—Yes.

1035. It is not a distinct promise that after that period they should be appointed?—Not at all.

1036. You say that your attendance books are different from the others. Would you tell us how they are regulated?—I have columns for going out at noon and for coming in after lunch and for leaving in the evening. The others have only the arrival in the morning and the departure in the evening. I found that some would come in the morning and put their names down and then go out. In the evening they would come again and put their names down, after being out all or perhaps a great part of the day.

1037. You intimated that if they went out on business that fact was indicated?—There is a column for remarks, in which it is stated what they went out for, whether on leave or for business.

1038. How have you found this to work?—Very well.

1039. Do any of the staff complain of it?—No; I believe they are satisfied with it.

1040. Your ability to have such an attendance book is increased by having a building to yourself?—Yes. They are in different rooms all over the building. If I want to see some one I can find by the book who is available. It was very inconvenient to go to the top of the building and then find out that the person I wanted was out. My office is on the lower floor, whereas the staff are scattered all over the building. When they go out they have to pass my office, as the book is in the waiting room opposite.

1041. Then there is an inducement to every officer to be faithful in signing the book, so that when you want him you may know whether he is in or out of the building?—Yes. Only yesterday I put a red cross, as I usually do, opposite a name not entered. The next day he not only made his entry for that day, but he also made an entry for the previous day, though to the best of my belief he was not in the office at all. The initials were written across the time column, and blotted in such a way that you could not make out when he came or when he went away. In the Geological Survey attendance book the names of the whole staff are written in every day by the clerk; the men themselves have not to write their names, but simply to initial and enter the time they came in, and in the column opposite their names.

1042. Have you no other means except by the book of discovering their absence, whether repeated or only occasionally?—I have only the book.

1043. Is there no one to report their absence when your clerks, as you say, are scattered over a certain number of rooms?—In several of the rooms there is no one whose duty it is to report absence. I have the book, and I am so constantly in communication with the employees about the work that such absence cannot happen often. If it did I should hear of it.

1044. But having a building to yourself, and your own room being near the exit, you have general control over everybody?—Yes. There are constantly questions arising, general and special, relating to the several districts and subjects dealt with. One man comes in and wants to know something, and it is necessary that the employees should be in attendance to give the information asked for. I do not think there is any general tendency to evade obligations. I think the majority of the staff work far more than official hours. Some are there at 9 o'clock in the morning and do not leave till 5 p.m. I am almost always at the office 9.30, but 9.55 is, however, too common with a good many.

1045. Will you be good enough to tell us how travelling allowances are regulated in Australia, where you have had experience?—In the surveying branch it was not a per diem allowance but a lump sum. For instance, I, as director of the Geological Survey, got at one time £200 a year for equipment and £300 for travelling allowance. Then I purchased everything and paid all expenses. I had to buy horses and carts, and instruments and all equipments. These were then my property, and I took as much care of them as I possibly could. If travelling on special duty, £1 sterling per diem was the usual allowance.

1046. On the Service there, do they graduate the allowance to the different officers according to their duties and responsibilities?—Yes.

1047. Do you know what the ordinary allowance is?—One pound sterling a day.

1048. What are your views with regard to Government insurance?—Do you mean insurance for the benefit of the individual, or for guaranteeing the Government against defalcation?

1049. Insurance for the benefit of the individual or his family, and to some extent to encourage thrift in the service?—I think it would be a very good thing; probably it would interfere with the business of private insurance companies. I do not see how you could make it compulsory, because a great many men are already heavily insured in private companies, and it would be unfair to make it compulsory upon them to take a new insurance. But it should not be retroactive at all.

1050. Have you any views as regards the relative salaries to be paid to the Deputy Ministers?—I think there are some very great anomalies in the service. There is one case I know where a subordinate officer is getting a higher salary than the Deputy Minister—I refer to the Deputy of the Interior and the Dominion lands officer at Winnipeg. There is another who has been only ten years in the service, getting a salary nearly equal to mine; I think it is \$3,200, according to the printed estimates. As regards deputies: service, experience and qualifications should always count. I see no reason why deputies should always remain at the same salary and all the rest of the service have increases.

1051. What would you think of a plan by which the salaries of the deputies should be fixed between a minimum of, say, \$3,500 or \$4,000, and a maximum of \$5,000, leaving the appointing power free to appoint at whatever salary was agreed upon, but the officer, if appointed at a minimum, to have an annual increase of \$100 a year?—I think it would be a very right and proper thing to do. There should be some little reward for long and faithful services to deputies as well as to others. I do not see why there should be exceptions. In my own case, you may say that my salary is a high one, but I may instance Dr. Sterry Hunt, who was getting a miserable \$2,500 a year in the Canadian service; shortly after he left, in 1873, he was asked to visit one of the United States western mining districts, and was paid a \$10,000 fee for his trip. Geologists who are sent here from England as mining experts are often paid £500

sterling for a single examination and report; £300 and £500 sterling is quite a common fee to pay to persons of experience and knowledge in these matters. Therefore I think our salaries are low. Then, again, I think all deputies' salaries are low as compared with the salaries given to some positions in private business, or as bank managers. I think a deputy in a large department in Canada has quite as much responsibility as any bank manager, who usually receives a very much higher salary.

1052. Do you think it would be desirable for a Deputy Minister to have the power to suspend an officer in his department, whether the Minister is in Ottawa or not?—I think we have that power now, in the absence of the Minister.

1053. Do you think it would be desirable that the deputy should have power to suspend whether the Minister was present or absent?—No; I think he should report to the Minister. I do not think it matters much, because as a rule the Minister would do it on the report of the deputy.

1054. You say that some of your staff presumed on their political influence?—Yes; there is no doubt of it.

1055. If they were insubordinate, and you reported to the Minister, probably suspension might not take place?—Perhaps; but no such case has occurred in my department.

1056. In your case, would it be desirable?—I think that the deputies should all have more power than they have. I think they should be deputies in fact as well as in name; they are now deputies in name only. They have very little more power than chief clerks. Deputy seems an inappropriate title—executive head, and political or ministerial head, would be better.

1057. Where is your report printed now?—At the Printing Bureau. There is only one that was in progress when the Bureau was started, and it is not yet quite finished. That is still being printed at the *Gazette* office. We have to secure uniformity in the printing of any single publication, and it is therefore best to complete it at the same office. The maps are printed in various places—some in Ottawa and some in Montreal. There is printing in connection with the maps that is done by the lithographic establishments. In this connection, there is one subject that I might mention to the Commission, and that is in relation to the present system of map-making in Canada. I have already spoken to the Minister about it, and represented as strongly as I could the desirability of a change. The maps now made are mostly very incorrect, and, what is worse, no two of them correspond. Instead of having one map-making or topographic department or branch for the whole service, there is now one in the Post Office, one in the Public Works, one in the Agricultural Department, one in the Interior Department, one in the Railways and Canals, and one in my department—no less than six, and perhaps others, and the result is that in constructing these maps, being as they are mere compilations from old maps, each draughts and depicts the physical features, which should be identical, quite differently. Consequently, you find no two maps of the same area to correspond. This is not creditable to Canadian Government topographers. If there was one general mapping department this would be obviated, and we would have better maps at a much less cost. Of course, I quite recognize the fact that a map suitable for one department is not suitable for another; but if a general map of the whole Dominion was constructed from the best available sources by the topographic department, each of the other departments could get a transfer taken from that general map, and add to it their own requirements for printing. Thus the Post Office would add their postal routes; the Geological Department would add geological and other lines connected with animal, vegetable and mineral distribution; the Public Works Department would add what it wanted to show—telegraph lines and other public works, and so on. Thus each department would add on a transfer their particular requirements. But the body of every map would correspond. It could be published on a variety of suitable scales, and each department would select the scale best suited for its requirements. You would have various scales, from which any sized maps could be taken, and all the maps would correspond, and the position of all points would be accurately laid down. The printing could all be done in this topographic department.

1058. It would be much like that already done at the Queen's Printer?—No; it would be entirely a topographical and map-making branch. It should be under the charge of such gentlemen as Captain Deville, the Surveyor General, and Mr. King, the Astronomer. It should be superintended by the Surveyor General.

1059. That would be a measure of economy?—Most certainly. But it will doubtless meet with opposition, because it touches upon vested interests and existing appointments.

1060. In the long run, it is cheaper for the Government to pay once for all?—It would be far cheaper to have the work done by one organization, and the result in that way would be an immense boon to all who had to use maps for any purpose.

1061. In the expenditure of your parties there are occasional sums for assistants. R. Chalmers, for instance, has an allowance for an assistant, and Mr. Bowman for an assistant?—These are the assistants that are attached to the parties for the summer work, and some of them become gradually permanent, that is, are taken on through the winter and are classed as temporary clerks at a per diem salary.

1062. Your temporary people, under your Act, must necessarily be graduates of the Military College, or science graduates; they must have gone through a collegiate course?—No; not the temporary employees.

1063. But they are employed as professional assistants before they are appointed?—Yes; and most of them are graduates.

1064. Then, you have temporary officers who are graduates and temporary officers in the summer who are students?—Yes; and many are appointed by the Minister, and usually I think from political considerations. Sometimes they turn out good and sometimes they turn out no use at all. There are serious difficulties. Of course, if I take one of these men and he goes away into the woods, and is found to be of no use, the officer in charge of the party is liable to be placed in an awkward position, sometimes even in a dangerous dilemma.

1065. What is the nature of their duties?—Exploring, surveying, paddling, making portages, carrying instruments and supplies, &c. They are mostly students in the universities—not all. Last year a country schoolmaster was appointed. He had assisted Mr. Chalmers for one or two seasons during vacation. Mr. Chalmers reports that he is a very good man, and it was strongly urged that he should be taken on permanently, and he is now on the temporary staff.

1066. These appointments are all in the hands of the Minister?—Yes. A rule has been made that all such assistants shall join the party at the starting point—British Columbia, Nova Scotia, &c.—at their own expense.

1067. Labourers, canoemen, and all these?—Yes; and students; but the former are generally hired at the point of departure.

1068. Does it occasionally happen that you call a student a canoeman?—He often has to act as a canoeman and make himself generally useful, like the other hired men.

1069. Does it occasionally happen that one of your explorers wants to get a student appointed and calls him a canoeman, knowing that he cannot get him on otherwise?—Not, I think, unless he knew him to be a capable canoeman, which of course many students are; they are simply called assistants. It is quite understood that when they go out on a party they have to do anything that comes along.

1070. You say the assistants are appointed by the Minister?—Yes.

1071. The explorer selects his own labourers and canoemen?—Yes; in the district he is working in.

1072. He may know a student at McGill or Toronto, or the Military College, who would be of great assistance to him?—Yes.

1073. And he could not get him appointed by the Minister?—Not if the Minister does not wish.

1074. But he dubs him a canoeman, and takes him on himself?—Yes; if he finds him where his services are required.

1075. You think some better mode could be adopted for selecting assistants for your men?—I have always felt that an officer who is sent into the field in charge of a party

is entirely responsible for the work. It is, therefore, unjust to put upon him men whom he finds are no use, and to give him no chance of rejecting them.

1076. It has happened that the assistants have not been efficient?—Yes; and it would have been economy to have paid them to stop at home.

1077. And it has happened that the man at the head of a survey has occasionally strengthened himself by finding some competent person who would be willing to go as a labourer and assist him in scientific work?—Yes. There has been another trouble with these assistants. They are usually sons of gentlemen, who expect to be treated as equals, and it creates discontent in the camp, because they are practically holding the position of labourers. They are not scientific; they know nothing of the business; they are students beginning to learn. Practically, they are not of as much use to us as an ordinary half-breed or labourer would be, whom you can hire and treat as a labourer and pay him as such. We have to pay even common labourers higher wages than these assistants, and it creates discontent when the labourers see the assistants, who are getting only a dollar a day, treated as equals by the chief of the party, while the labourers are kept separate and treated as labourers. Under these circumstances, you cannot expect a man to be responsible for doing good work. The work of a geological party is arduous and often dangerous—canoeing hundreds of miles in unknown, rapid rivers, making long portages, and exposure in the woods in all weathers, are the usual routine; and it is very essential that the chief of the party, who has to attend to the scientific work, should have full liberty in selecting his assistants.

1078. Where the assistants are selected from universities they are taken from the department of science?—They are usually taking their science courses. I generally ask them whether they intend to make science their profession, and, whenever possible, I try to have those selected who say that they intend to follow scientific work as a profession.

1079. So as to enable them to acquire knowledge as scientific men, rather than to put in a few days as a holiday?—Yes. But there are many who have no intention of being anything of the kind, and who go out for a holiday expedition. If they have strong political support they are apt to treat it as a holiday, and do as little work as possible. There have been one or two instances of that kind. One such was taken to Manitoba, and after he had been about a fortnight with the party, he said: "I am not going to stop here any longer," and he suddenly left the party. He said he did not go out there to work but to have a holiday, and when he found he had to do downright hard work he left. That places the chief of the party in an awkward position, because it is often impossible to replace men when away in the woods; whereas, if he had selected his own men he would know them, and be assured that they were reliable and competent. They know that he can dismiss them at any moment if they do not do their work.

1080. Then you recommend the explorer to select his own assistants?—I do. That is the principle I act upon whenever I can. When the department was in Montreal there was no political influence mixed up with it in any shape or way. I said to Sir John Macdonald at the time it was moved to Ottawa: "The only thing I am afraid of in moving the Survey to Ottawa is, that it will be subject to political influence in appointments." Sir John said: "Well, I will never ask you to take any man that you do not approve of," and he never did.

1081. Has anything been done in connection with Lawson's account?—Yes; it is settled, and it shows that we owe him a small balance if all his items are allowed. His attention was called to having charged travelling expenses for unauthorized journeys, and the only question was as to what extent he was authorized to go in this respect.

1082. The other men, Broad and McCarthy, have settled their accounts?—McCarthy died shortly after his return and rendered no account. I have never been able to get back the instruments that he had, or to find out what became of them.

1083. Has Broad settled his account?—No; he was allowed to resign, but never rendered a final account.

1084. He had expended money?—Yes.

1085. The only man to whom you have made an advance which has been irrecoverable is McCarthy?—Yes. That was done on the strong recommendation of Mr. Scarth, the member for Winnipeg. I did not know McCarthy at all, but he asked for assistance, and he was recommended by Mr. Scarth, and the assistance was sanctioned by the Minister. Then he started on this expedition, intending, as I was informed, to go to the North Pole. He only reached Norway House, then he took sick, his assistant left him, and he returned to Winnipeg, or near there, and died.

1086. The money advanced had been used to go to Norway House?—No doubt he had spent a certain amount of money, but the instruments were of most importance. I do not think so much of the money, because I think he must have expended it in fitting himself out, but there ought to have been some details of it.

1087. Probably this correspondence in the Auditor General's report relates to unsettled accounts, money which has been paid and disbursed?—Except instruments. There was a valuable chronometer and other instruments that I have never been able to get any account of. I saw Mr. Scarth about them this last summer in Winnipeg, but he could not find out anything about them. I also enquired of some of Mr. McCarthy's representatives, but with no better success.

1088. But you must give money to explorers before they start out on an expedition?—Yes.

1089. You find that it is very risky to do so unless they are well trained-men?—It is likely to be so when I have no personal knowledge of the person trusted, as in the case of Mr. McCarthy. I should never advance money or entrust instruments to any one I did not know, unless strongly recommended as a reliable person. I think the best system to adopt in making advances is that of periodical drafts, under definite regulations. The system of advances in the geological department is as follows: The explorer is furnished with a letter of credit, in which the total amount he is authorized to draw for his season's expenses is stated. He receives an official cheque-book, on which all drafts are drawn and the amount entered on the stub. He is also instructed to endorse each draft, amount and date, on his letter of credit, on which his original advance is also stated; each draft is to be advised, and receipted vouchers covering the amount to be sent in with the letter of advice. Thus, if he had an advance of \$300 and has expended \$250, he sends in the statement of such expenditure and draws for the amount, and thus reimburses himself to the extent of the original advances, but can never exceed that amount; while by his letter of credit and official cheque-book he can show what his credit is at headquarters.

1090. It is really only a small proportion of the amount of money that he will expend in the whole survey?—Yes. You might ask him to give security for the amount of the original advance if you thought it desirable.

1091. The original advance is never more than \$500?—No; I think \$500 is the extreme sum ever advanced.

1092. But the ordinary explorer does not get anything like \$500?—No; \$200 is about the usual thing. There are some cases where instruments and other articles of equipment have been lost, and it is a question whether the loser ought to replace them. Such losses do occur through accidents, canoes upsetting, &c., and the explorer often loses his own effects as well as the Government property. It is not easy to find out whether the loss has been by unavoidable accident, or by carelessness. In the case of camp fires, by which some losses have arisen, it is, I think, generally the latter cause. I have been camping for half a century, and never had such an accident happen to me. On the British Survey, if an instrument was lost the officer had to replace it, but then there was very little liability to accidental loss such as is common here.

ARTHUR PERCY SHERWOOD, Commissioner and Superintendent of Dominion Police, was examined :

1093. You have the interior and exterior charge of all these buildings ?—Yes ; under the Department of Justice.

1094. How many men have you in your force ?—Twenty-six, two sergeants and an inspector.

1095. With these men you guard the Parliament buildings, the eastern and western blocks, the Langevin block and the Geological Survey ?—Yes ; and the militia stores and Rideau Hall. We divide our men into watches, as may be found necessary.

1096. After six o'clock at night you keep account of everybody who goes into and out of the buildings ?—Yes ; or a few minutes after six. When Council sits we always keep that door open until after they go. The Council sits till perhaps twenty minutes after six. After six o'clock the watch is moved, and the buildings are closed to the public. While Council sits, newspapermen and others are coming in and out, and a record is not kept.

1097. Between four and six o'clock, although the clerks have left, the buildings are virtually open to the public ?—Yes.

1098. Have you been at Washington ?—Yes ; in order to learn the rules governing the care of the public buildings at Washington. I brought home with me the rule for the arrangement and the system of passes that are in use there. There are no permanent passes there. Only the heads and chief clerks are allowed in without special authority. The chief clerk issues passes to any one who requires them, and they extend for a month. Here the system of permanent passes prevails to a large extent in some of the departments—I think in almost all. In Washington these passes are in use only when the buildings are closed, not during the day, when they are open. For instance, a parcel is not allowed to go out of the buildings when they are closed without a pass.

1099. Knowing the system at Washington, and seeing what happened at Ottawa, could you suggest any changes here ?—I think it would be a great advantage to the security of the buildings to adopt their system. I know that numerous articles are reported stolen to me, off and on. I certainly think that our buildings are too easy of access to anybody, and if anybody had a knowledge of the whereabouts of important public documents, which they desired to get into their possession, they could readily obtain them by coming in through any door which is unguarded. With the limited number of men at my disposal I can only guard one door, where the mail service is collected and dispatched ; the other doors are without supervision, and people are constantly coming in and going out of those doors.

1100. You think, then, that the moment the staff has left the doors should be closed ?—I think that fifteen minutes after four o'clock, or fifteen minutes after office hours, whenever that is, all the doors should be closed but one, and no one admitted there except in accordance with the regulations for safety.

1101. The public cannot get into the offices at Washington after a certain hour ?—Not after two o'clock ; you cannot even get in to see a clerk. In our buildings that is a perfect nuisance, and must seriously interfere with the work. Book agents, canvassers of all kinds, collectors, and one thing and another, are constantly there wasting the time of the clerks.

1102. They avoid it, by having a kind of grated door into each room ?—Yes ; and they have to go out there under the eye of the chief clerk. Each private room does not open into a corridor, but opens into a general room, and they have to go out under the eye of the chief clerk.

1103. Our rooms here would be too small for that ?—Yes.

1104. At Washington the rooms are much larger in size ?—Yes ; the Treasury building is a good deal larger. There they have an ordinary door and an outer door with a grating or lattice work of some kind about a quarter of the way from the top, through which you can see, but no one can go in or out. I think that plan was adopted for the Treasury building alone and it does not extend to the other buildings. I suppose it is for the purpose of preventing the intrusion of the public.

1105. During official hours the public can wander about the building?—Yes; although they cannot go into the rooms—up to two o'clock in the afternoon but not afterwards. The idea is that up to two o'clock the public have had sufficient time to do their business. In case of anything important, a man can always get in by sending a card to the chief clerk. They said they had found it impossible to allow the public in indiscriminately after two o'clock.

1106. Do you know whether they sign an attendance book in going out at luncheon?—I think you will find that in the rules and regulations which I will append to my evidence.

1107. Have you any changes to recommend with regard to the general internal management?—I think I could very easily stop the intrusion of these outside people if a law was passed giving me power to prevent them.

1108. What would you propose?—I would propose that a regulation be adopted by which I would be enabled effectually to check the intrusion of the public after a certain hour. If I was clothed with the needed authority I could prevent these canvassers, agents, collectors, &c., from coming in. Of course, I have not thought over the matter sufficiently to go into details. I think there was a regulation to that effect some years ago, before I came into the force. There was a case of a policeman who interfered with a canvasser, and the policeman was brought before the court and fined.

1109. What hours do you begin to check?—Six o'clock.

1110. How long is a clerk allowed to remain after six?—He is allowed to remain till eleven o'clock; but not later, unless he has a special permit. If he has a permit he can remain all night, that is if he has a special permit for gas.

1111. But he must necessarily use gas between six and eleven?—Well, he might stay there without it. If he stayed in after six o'clock he would use gas. He could not come in after six, but he might stay in if he was already there, and we would have no knowledge of it until he went out; but immediately he went out his name would be noted by the policeman in his book; he would be taken down by the sergeant in the book I produce, which is gone carefully over every morning. It would be noticed that the clerk was in without being on the pass-list, and the fact would be reported to the deputy head of his department, that he might see that this man was in after hours without a permit.

1112. What we want to understand is this: If a man comes in at half-past six with an ordinary pass, he is allowed to stay till eleven o'clock?—Yes.

1113. But if he has a gas pass?—He can stay all night.

1114. But a man uses gas from half-past six to eleven?—Yes; and we put out all the gas. My men go round and see that all the gas is out, except what is absolutely necessary for the supervision of the building. There is note made of every case of gas burning in a room after hours.

1115. Your force do other work than looking after the buildings you have named?—Yes; all sorts of work. I might mention one thing which Judge Burbidge was instrumental in adopting, and which has greatly increased since its inception, and that is the departmental mail service connecting all the buildings, including the Supreme and Exchequer Courts, the Geological Museum, the Printing Bureau, the Commons and Senate, connecting all these with the department buildings. We started that in 1883 when Judge Burbidge was Deputy Minister. The distribution the first year amounted to 17,000 letters; this year it has increased to 60,313. That is an hourly service from each box.

1116. Then, in addition to that, under the Minister of Justice, you have detective work in connection with offences against the currency?—Yes; and confidential enquiries of different sorts for the Fisheries and Post Office, as burglaries on post offices—everything affecting the Federal laws, wherever they want special work.

1117. In all actions in which the Government of Canada are interested in prosecuting offenders against the Dominion laws?—Yes.

1118. Of course, the administration of justice generally is with the provinces, but there are cases in which the Dominion Government has an interest in seeing the laws of Canada upheld?—Yes.

1119. The Minister of Justice leaves to you the appointment of your force?—Yes.

1120. You appoint only men who you think are fit for that service?—Yes.

1121. You are not subject to political influence to put on unfit men?—In no way at all; I choose them myself.

1122. And the Minister holds you responsible for the service?—Yes; leaving me entirely unhampered in regard to the selection of my men.

1123. Is your service efficient?—I am sure it is.

1124. Have you any inefficient men in the service?—Well, I have three or four relics of the old force, men that came down from that force. I utilize them in various ways, but I see I cannot keep them much longer. I was appointed in 1882, and these men were on the force before that.

1125. But among the men you have appointed yourself, you have none that are inefficient?—A. None; I feel that I am responsible, and I take good care in their selection.

1126. The men are paid a rate established by Order in Council, depending upon time of service?—Yes, and good conduct. For six months they go in at \$1.25 a day; then if they are found efficient they go up to a \$1.50, and after two years and six months more, if satisfactory, they receive \$1.65.

1127. How do these rates correspond with the payments made by the cities?—They compare favourably with the wages of cities, and are not excessive. I think that under that rate you cannot get good men and keep them.

1128. What does a bank pay its clerks when they are called back at night to sleep?—From 50 cents to 75 cents and \$1.

1129. Do you give your men a good-conduct stripe?—No; we have records kept of every man on the force since he came in.

1130. At times, when special services were called for at Rideau Hall, the force has been larger than it is now?—Yes; it has been larger.

1131. Is it now out of proportion to the work you have to do?—No; I do not know how I could reduce the force in any way.

1132. Except by substituting efficient men for those who are somewhat inefficient?—That is the only way. I might add that my men have charge of all the fire appliances throughout these buildings that I have mentioned, all the Government buildings in Ottawa, and are responsible for the Babcock machines and the hose, and all that sort of thing. They are all trained in the use of those appliances.

1133. Your force is not under the Superannuation Act?—No; but we have a provision for retiring men who become sick or disabled.

1134. Would you tell the Commission briefly what that is?—They get a month's pay for every year's service up to ten, when they get half a month.

1135. And you found that a good provision in the way of getting rid of men who were disabled?—Yes.

1136. So in the space of fourteen years they would have a year's pay as a compensation?—They would only get a bulk sum on retiring.

1137. One month's pay up to ten years?—Yes; and half a month's pay after that. In fourteen years they get twelve months' pay.

1138. Don't you think there is some danger of fire in the upper part?—Yes; I have called attention to it in my letter-book at various times, and there is a report of mine still before the Public Works Department regarding certain precautions that I considered should be taken. I had word from Mr. Gobeil, Deputy Minister of Public Works, which led me to believe that he is going to deal with it. I have spoken of it several times, and the last time in connection with a fire which started in the East Block, near the place where they hoist up wood, where there is much danger and where fire might run up the lifts. These buildings are gone through very frequently, and a fire can hardly get much of a start.

1139. You have a copy of the regulations governing your force?—Yes; I have here the regulations of 1882 which have been revised since. They are practically the same.

There are a great many minor regulations, which pertain to the service, which are in the order book, and are printed and posted up at different places of duty and in the guard-room.

1140. Section 5 of these regulations gives the qualifications of the candidate ; within the limits the appointment and selection of men is left to yourself?—Yes.

1141. Do you give certificates to those people who work after hours that they have worked so many hours?—No ; I give a certificate that from finding their names in the books they appear to have been in the buildings at certain times.

1142. Suppose an officer is doing extra work and he sends in his account for so many hours ; do you know whether he is supported by a certificate from you that he was so many hours in the building?—I do not know that it is generally done, but I know they frequently do come to me for certificates such as you speak of. Then I have an extract made from these books showing that they have been in the building at such-and-such a time, and I give them a certified extract. I might say that it has not often been done. In the cases where I have been applied to for certificates it is generally in the case of dispute to show that they had been in the buildings.

1142½. In case of a riot or a disturbance your men would be effective if called upon to deal with it?—Yes ; they are regularly drilled with and without arms, and are good rifle shots.

I now produce, as part of my evidence, appendices—

- (a) Rules and regulations of the Treasury Department at Washington.
- (b) Rules for the government of the watch, Treasury Department, Washington.
- (c) Letter from Mr. H. A. Cobaugh, captain of the watch, Washington.
- (d) Form of request for permit to enter the Treasury building.
- (e) Form of pass for package, Treasury Department.
- (f) Special daily pass, Treasury Department.
- (g) Special monthly pass, Treasury Department.
- (h) Employees' pass, Treasury Department.
- (i) Time limit pass, Treasury Department.

APPENDIX A.

RULES AND REGULATIONS OF THE TREASURY DEPARTMENT.

TREASURY DEPARTMENT, April 23rd, 1885.

The rules and regulations for the guidance of clerks and all other employees of this department, are as follows:—

I. From and after this day the office hours of the several bureaus shall be from 9 o'clock a.m. to 4 p.m., with a recess of a half hour at noon. All delinquencies in not promptly attending at the morning hour, or not continuing diligently employed during business hours, will be daily reported by those having subordinate charges to the head of the bureau, who, unless satisfied that such absence was absolutely necessary, will report the same to the secretary.

II. Employees are not permitted to visit each other or to receive visits during business hours. The reading of newspapers or smoking will not be tolerated.

III. Employees will be allowed leave of absence not to exceed thirty days in any calendar year. Any absence over this allowance will be without pay. An application for leave of absence will be only for the number of days desired, and will state the date on which it is to commence. No time will be credited on account of sickness when said sickness is within the time for which leave of absence was granted. In a case of absence by reason of sickness, the clerk or employee will present his personal certificate, upon honour, stating the fact of such sickness, giving the precise date or dates thereof, and certifying that for such period he was unable, by reason of such sickness, to perform the duties of his position in the department. Such certificate will also state whether a physician is employed, and, if so, his name and address will be given, and his certificate

giving the date of his attendance must accompany the personal certificate herein required. If no physician was in attendance the personal certificate must be approved by an officer under whom the party is employed.

IV. Heads of bureaus will submit to the secretary, on the first of each month, a statement containing the names of such of their subordinates as have been absent from their duties during the previous month, together with the reasons assigned for such absence; and by the fifth day of each month a statement of the work performed in their offices during the month previous.

V. To prevent interruption and delay in the dispatch of public business, no person, except an official of the department, will be admitted into any of the rooms of the Treasury building or its branches without the authority of the secretary, one of the assistant secretaries, or the chief clerk, or that of the heads of the respective bureaus or chief clerks thereof.

VI. No person will be permitted to enter any room of the department where bonds or notes are in course of preparation, or where the United States notes or fractional currency are counted, except those who are regularly employed in such rooms. Where two or more rooms, used for any of the above named purposes, are connected with each other, there shall be but one door of entrance and exit used for the whole, and this door shall be the room occupied by the head of the division.

VII. Persons not employed in the department will not be admitted into the Treasury building, or any of its branches, after two o'clock, p.m., without an order from the secretary, one of the assistant secretaries, the chief clerk or the head of the Bureau. Clerks will only be admitted out of the business hours when they have occasion to attend on official business, and then under the above authority.

VIII. Persons having business to transact with any bureau must apply to the head thereof, or the chief clerk.

IX. No information in regard to transactions of an official character is to be communicated to any one not connected with the public business, and in no case unnecessarily.

X. In all cases where it is practicable, the current business received by the mails in the morning must be dispatched on the day received. No unnecessary delay will be permitted in any case; and where final action cannot be had promptly, the communication must be acknowledged.

XI. Original papers of every character and description must be carefully preserved. In no instance will they be permitted to be destroyed; neither shall any original paper be allowed to pass out of the department to Congress, the Court of Claims or one of the other departments, without a memorandum or receipt left in its place, showing in whose hand it is, and the substance of its contents. And no such original paper will be allowed to pass out of the department elsewhere than above named under any circumstances whatever.

XII. No copy of any paper shall be furnished to private individuals, except upon application, and with the previous written consent of the secretary, one of the assistant secretaries, the chief clerk or the head of the proper Bureau; and no account, document or paper of any kind, on file in the department shall, on any occasion, be withdrawn by the agents, attorneys, or other persons. Upon application for copies of paper on file, or any record of the department, the rule established in the Treasury Order dated 20th October, 1830, must be observed, to wit: "Copies of accounts or other papers on file or of record in the department are to be furnished only to such persons as may be interested in them, or at their request; if they relate to suits in which the United States are interested, such copies must be transmitted to the United States attorney having charge of such suit, subject to the inspection of the parties applying for them; and when transmitted to the district attorney they must be sent to the solicitor of the Treasury, that he may be duly apprised of all the facts communicated to the opposite party." An affidavit showing the necessity of copies must be furnished in all cases.

XIII. No furniture shall be procured, or repaired, nor printing or stationery ordered, without the written request of the head of the Bureau, approved by the chief clerk of the department.

XIV. The report of deficient and delinquent clerks, required by the 13th section of the Act of 26th August, 1842, will be made monthly, as required by said Act; and in all cases where clerks having higher salaries are less efficient than those having less salaries, that fact shall be reported, that the salaries may be arranged on the ground of merit only.

XV. The affixing of papers, or writing upon any of the doors or walls of the Treasury building, or of its branches, is strictly prohibited.

XVI. Canvassing for the sale of any article, or soliciting subscription for any purpose whatever, is prohibited.

Heads of Bureaus and chiefs of divisions are directed to cause mounted copies of these rules and regulations to be posted in a conspicuous place in each of the rooms under their charge and to require a strict observance of all said rules. The duty of reporting any violation of these rules and regulations is strictly enjoined upon the officers of the department. They are considered absolutely necessary, in view of the present pressing condition of the public service. They are such as are enforced in every well-regulated counting house, where the clerks are engaged many more hours than they are here. They will be rigidly enforced; and no immunity from them will be granted to any person. Prompt removal will follow every wilful violation or culpable disregard of them.

DANIEL MANNING,

Secretary of the Treasury.

APPENDIX B.

TREASURY DEPARTMENT.—RULES FOR THE GOVERNMENT OF THE WATCH.

AUGUST 3rd, 1889.

The watchmen of the department will be under the immediate control of the captain of the watch, acting under the instructions of the chief clerk, and will be governed according to the following rules:—

I. The watch will be organized in three reliefs, each relief to remain on duty eight hours, and no watchman will leave his post without consent of the officers in charge, or in case of danger. Each night-watchman will patrol his beat at least once every thirty minutes, and the officer in charge will make the rounds of the entire watch every two hours at least. It is not desirable that watchmen remain in the building after being relieved. The day watch will take charge of the outer doors and see that no improper persons enter the building. It will be the duties of the watchmen entering upon duty at 4 p. m. to see that no improper person remains in the building; that the doors and windows are securely closed and that the water pipes and fires in all the rooms are in a safe condition; and every watchman on duty during the night will see that all is kept in this condition of security while he remains on duty. If anything is found amiss or neglected, it must be immediately reported to the officer in charge of the relief.

II. The captain of the watch shall see that the corridors and stairs are at all times kept free from any noise and disturbance, and shall report to the chief clerk at once any violation of this rule by any employee of this department.

III. In case of sickness, the captain of the watch shall be notified, if practicable, at least one hour in advance of the time for posting the relief to which the said watchman belongs.

IV. Any watchman found intoxicated, sleeping, smoking, reading, or writing, when on duty, will be reported to the chief clerk for disobedience of orders.

V. Watchmen will wear their badges, while on duty, in such a position that they may be easily recognized.

VI. The daily record will be kept of the watch, in which the names and time of entrance on duty, and relief, absence, or inattention to duty will be noted, and any other fact which should be brought to the attention of the chief clerk. A consolidated monthly report will be made from this record to the chief clerk.

VII. The outer doors will be opened at 8 a. m. for the admission of clerks and employees, and will be closed at 4 p. m. Visitors will not be admitted after 2 p. m. No person will be admitted to the building at other times unless specially authorised by a pass. Persons authorised to enter the buildings out of office hours must enter at the main door of the Fifteenth Street Front. Every employee, on entering the building at any time, except between the hours of 8 a. m. and 4 p. m., will register his or her name, time of entering and leaving, office and room, at the office of the Captain of the watch.

VIII. Permits to enter the buildings when closed will be issued by the chief clerk and countersigned by heads of bureaus, or their assistants or deputies, or chief of divisions of the Secretary's office, to persons employed in their respective offices, for periods of time not exceeding thirty days, and upon official business only; and such permits must show the number of the room to which the bearer is thereby entitled to enter.

IX. No keys belonging to any of the doors of the department or its bureau will be taken from the buildings, or kept in personal possession. After the rooms shall have been cleaned, the labourers will lock the doors and deliver the key to the watchman at the main entrance, who will place them upon the key-board provided for the purpose; and no key will be delivered to any person before the day following, except to such as are authorized by pass or otherwise to receive the same, or to watchman in case of danger.

X. Stand pipes have been erected in each wing of the Treasury building, with hose connections, etc., on each floor from basement to fourth floor, to be used in case of fire. Should a fire occur, it will be the duty of the watchman discovering the same to immediately turn in an alarm to the engine room, and then stretch hose nearest to the fire and open the valves of the stand pipe to which the hose is connected.

XI. No person will be allowed to take out of the building any parcel or package, or moveable property whatever, unless it shall appear, from examination or enquiry, that it is not the property of the department, except upon the written order of the secretary, assistant secretaries, chief clerks, assistant superintendents, heads of bureaus, or their assistants or deputies, chiefs of divisions of the Secretary's office, store-keeper of this department, or foreman of the branch printing office; and such order must specify distinctly the properties allowed to be removed.

XII. Collectors, peddlers, newsboys, agents soliciting subscriptions, vendors of articles and like persons, will not be permitted to pass through the room, except such as may be specially authorized; and if any who have permits depart from or exceed the license given them, the fact will be reported to the Captain of the watch. It shall be the duty of the day-watchmen and messengers to see that this rule is enforced.

In executing the above rules, watchmen must be polite and courteous.

WILLIAM WINDOM,
Secretary of the Treasury.

Test

FREDERICK BRACKETT,
Chief Clerk.

APPENDIX C.

TREASURY DEPARTMENT,
OFFICE OF SUPERINTENDENT OF BUILDING,
WASHINGTON, D.C., 9th November, 1889.

SIR,—In reply to your letter of the 31st ultimo: We do not have printed "Rules and Regulations governing our men and women who clean the building." We have ninety charwomen at a salary of \$240 per annum. This force sweeps and scrubs the

halls and stairways ; our floors are tiled ; they report for duty at 4 p.m., and are expected to complete their work not later than 6 p.m. ; they enter and depart from one door. Watchmen inspect all packages and see that they do not contain Government property. The rooms are swept and dusted by the messengers and labourers ; in the various offices after office hours they are required to lock the doors and turn in the key to my office. In the morning the messengers and labourers are required to report not later than 8 o'clock, when they open the rooms, build the fires, fill coolers and see that the rooms are in order. Under the law the chief clerk is superintendent of the Treasury building. The duties of the assistant superintendent are the same as custodians. Find copy of instructions.

Employees entering the building before or after office hours require a pass (see blank), which is registered ; admission through main door only. Their names are registered (see blank), and they are charged with key to room which they must return for credit.

Watchmen, after the employees have gone, enter all the rooms, examine vaults, safes, windows, heaters and basins, and are the sole custodians from 6 p.m. to 9 a.m. The force consists of sixty-two watchmen and two lieutenants, fifteen men assigned to day duty, the remainder divided into night watches.

Employees are reported for tardiness, etc. (See blank.) Should you desire further I will consider it a pleasure.

Respectfully yours,

Hon. A. P. SHERWOOD,
Commissioner of Police, Ottawa.

H. A. COBAUGH,
Captain of the Watch.

APPENDIX D.

TREASURY DEPARTEMENT,
OFFICE OF THE CAPTAIN OF THE WATCH.
188 .

The undersigned requests permission to enter the Building to call upon _____ in the office of _____, on business.

Sign

Address

Admit :

.....

.....

APPENDIX E.

TREASURY DEPARTEMENT,
188 .

Captain of the Watch :

Please pass out _____ package containing

.....

This permit to be signed by the Head of a Bureau, or his Assistant or Deputy or by a Chief of Division of the Secretary's Office.

APPENDIX F.

(Special daily pass.)

TREASURY DEPARTMENT,

18

Admit

to the Treasury Building until o'clock to-day.

Chief Clerk.

This pass will entitle the holder to admission to the Treasury Building, at the East Main Entrance, until the hour named, for the purpose only of visiting the officer countersigning it.

This pass is not transferable, and, upon entering the building, the holder will surrender it to the door-keeper.

APPENDIX G.

SPECIAL MONTHLY PASS.

TREASURY DEPARTMENT.

, 189 .

Admit

to the Treasury Building during the month of

FRED. BRACKETT,

Chief Clerk.

Over

This pass, when properly countersigned, will entitle the person named therein to admission to the Treasury Building at the East Main Entrance, during every business day from 9 a. m., till 4 p. m.

APPENDIX H.

EMPLOYEE'S PASS.

TREASURY DEPARTMENT,

189 .

Admit

an employee of this Department, to the Treasury Building during the month of

FRED. BRACKETT,

Chief Clerk.

over.

This pass, when properly countersigned, will entitle the employee named therein to register at the East Main Entrance, and thereafter for the period mentioned, to admission to the Treasury Building, at said entrance, every day from 7 a.m. until 9 p.m.

Upon registry of the employee, this pass will be surrendered to the door-keeper.

APPENDIX I.

TREASURY DEPARTMENT.

OFFICE OF THE CHIEF CLERK,

189 .

Admit
until

to the Treasury Building

FRED. BRACKETT,
Chief Clerk.

Over.

This pass will admit Mr.

to the Treasury Building from 9 a.m. to 5 p.m. To be taken up at expiration of date, or sooner if desired.

Mr. ISIDORE N. DESLAURIERS read the following statement from the Messengers of the several departments.

We beg respectfully to submit the following to the Civil Service Commissioners in accordance with their letter of date 23rd December.

The messengers would most respectfully submit that they are in receipt at present of only \$500 maximum salary.

They think that justice should be done them by granting an annual increase of \$50 till the salary should reach the sum of \$600 per annum. After a service of ten years, with the approval of the deputy heads of the departments, they think themselves entitled to look for a salary at \$700, so that their superannuation, when it took place, would be some worth to them. It is also the opinion that when a messenger enters the service his salary be at the rate of \$400.

We are also of opinion that the chief messengers of each department, having more responsibility, should have a more liberal rate of pay than others in order to remunerate them for their extra work and to preserve the discipline of the messengers service. After a messenger dies in the service, not having been superannuated, it is considered that the payments he has made to the superannuation fund, should be paid over to his heirs, widow and orphans.

They are also of opinion that living in Ottawa is more expensive than most Canadian cities, and would most respectfully submit the cost of a family in Ottawa of, say :

Eight persons at fifteen cents each per diem	\$438
House rent at \$10 a month	120
Wood and coal for the year	60
Water rates and snow cleaning	13
Light—coal oil, etc.	15
School fees and books for children	25
Church dues and payment to superannuation fund	25

The above sum amounts to the sum of \$696

while there is no mention of doctors fees or any unforeseen expenses of any kind. In the service, of course, we have to keep ourselves decently clothed to be about the Ministers and others. Our hours are sometimes very long. We are supposed to be there from 7 o'clock in the morning until 11 o'clock at night.

Mr. DAVID MATHESON, Superintendent of the Post Office Saving Bank, appeared and stated that he came to speak for the administration of that branch, and was then examined.

1144. How long have you filled that office?—As superintendent for three years, but before that I was assistant superintendent for seven years. I have been 29 years altogether in the service.

1145. How many clerks have you in your branch?—There are 34 permanent clerks and five temporaries. I have prepared a statement showing generally the way the business of the bank is done, which I will read.

Deposits in the Post Office Saving Bank are made through the medium of certain postmasters specially authorized to receive them. When making a first deposit each person signs a form of declaration, in the presence of the postmaster, that he has no interest in any other deposits and that he will abide by the regulations. That declaration, containing the depositor's certified signature, is transmitted to the head office; and all subsequent applications for withdrawal must contain, as a guarantee of identity, a similar signature. As soon as that declaration has been executed, and the money handed in, the postmaster enters the amount in a consecutively numbered pass book, of the series supplied to his office, attests the entry with his signature and the dated stamp of his office, and then delivers such book to the depositor. The pass book entry must be subsequently confirmed to the depositor by a direct receipt from the head office at Ottawa, within ten days, or eighteen days if the depositor be resident in British Columbia or the North West Territories.

Every deposit is entered, as received by the postmaster in the form of return, framed for the purpose, which at the close of each date when transactions occur, is transmitted to the head office and forms a basis of the deposit side of the bank ledgers, where the depositor's accounts are all exclusively kept. The cash which postmasters receive on Savings Bank account is jointly with money order and revenue receipts, deposited by them to the credit of the Receiver General on post office account, and appears as a distinct item in the cash account, sent daily, or weekly, as the case may be, to the accountants branch of the Post Office Department.

Withdrawals from the Post Office Savings Bank are affected by means of applications to the head office, where the depositor's accounts are kept, and payment is made by cheque payable to the depositor's order and drawn by the superintendent on the Bank of Montreal, Ottawa, against a special credit furnished to him by the Finance Department. Such cheques are sent by registered letter to the postmaster designated in the application, and when delivered and an entry of the amount is made in the depositor's passbook the depositor signs for the cheque a receipt which is returned and retained on file in the head office as evidence of payment.

1146. You have two receipts for the money then?—We have first the application and then the receipt. We have also the entry in the pass book which may be called a third evidence.

1147. Please explain why it is necessary to have a special vote for computing your interest?—The reason of that is that the computation of interest in the way in which we do it is peculiar to our system. In order fully to understand the reason, I would almost need to explain the whole system. Our books are all closed on the 30th June. It is necessary before we put the transactions of a subsequent year into our ledgers that the whole of the balancing should be done and all the interest for the past year credited in the depositor's accounts; otherwise there would be confusion and mistakes. The success of the present system depends upon the vote, as it enables the work to be done with speed and at the required moment.

1148. You do it by anticipation?—Yes; we calculate the interest in anticipation.

1149. You calculate the interest on the deposits in anticipation, and you charge the interest on withdrawals in anticipation, and you strike the balance?—Exactly; so that at a given moment it is all done. During the first years of the bank we tried various methods for doing the annual balancing; we tried the system of paying by the hour; we tried the system of bringing in clerks from other branches to assist; we tried out our own men doing it without extra pay. All these plans utterly failed, and we were obliged to resort to the method of employing only our own trained men and paying by

the piece, and it is upon a piece basis that it has for the past eighteen years been performed. I need hardly say that the piece basis is very economical.

1150. But it is a case in which you have used your own men, having a vote that you can expend irrespectively of the provision of the Civil Service Act?—Yes.

1151. And you can pay directly to your own men for extra work; and you do pay them according to the amount of work they do?—Yes; and I might add that no other men but those trained to the work can do it.

1152. They will do it ten times as fast as new hands, and ten times more correctly?—Yes.

1153. It is purely a case in which the provisions of the Civil Service Act, that no extra payments can be made to a member of the permanent staff, is inapplicable?—It is totally inapplicable.

1154. But in order that it may be done fairly and openly, you take a vote from Parliament that you may expend without reference to the Act?—Yes. The fact is that the Civil Service Act, when it was framed, apparently did not take into account such work at all. Our system largely hinges upon that vote. Our plan of accounts was specially framed with a view to the speedy and accurate accomplishment of daily work, and the annual balancing to be completed as a separate and a distinct thing.

1155. So it is a question of celerity in putting down these balances and adding them up?—That is it.

1156. There is no discrepancy between the various balances in your deposit ledger and those written in your general ledger?—We prove that, and the system by which we do prove it forms part of this annual balancing work. We group it all together, and we do it once a year. In our system we cannot close our doors at a particular hour, because we are depending upon the arrival of postmasters' returns.

1157. You had a little friction with the Auditor General the last time of paying this extra work?—Yes.

1158. Because some of it was done during office hours?—Well, I do not think the Auditor General understood the methods of our work. I may say if the Auditor General fully comprehended our system, he would not have raised any objection to it.

1159. In fact, the work that would have been done in the normal condition during office hours, was done after hours, so it was as broad as it was long?—Yes; whenever you allow the regular work to be interrupted in the doing of that extra work. To adjust all that, with accounts not coming in promptly, is always an extremely irksome and difficult thing to do, and forces, for the time being, a change in the hours for ordinary work.

1160. That is to say, you found it more expeditious to postpone posting into the ledger the ordinary deposits while the men were computing the balances, until the job was done?—Yes; we adopt our day to the work.

1161. Then practically you paid what was done over time for the computation?—Yes.

1162. How much does that amount to?—\$2,400 for the 34 clerks. We cannot employ all our clerks however for that purpose. They are not sufficiently well trained. Of the permanent staff, excluding myself, I think about 30 men would represent the number employed on that work last year. They must all be expert in handling accounts.

1163. Twenty men would be \$100 a piece?—It runs from about \$75 to \$80 on the present average.

1164. How long are they at it?—It depends a good deal upon how the postmasters' daily returns come in. This last year, for example, we got through by the 23rd or 24th July. Usually it takes the whole month of July, we set the month of July apart for it. It runs until about the 28th. You may think it is a pretty large sum, but you should bear in mind the fact that that particular work has to be done in the hottest month of the year, and when our men are considerably exhausted with their regular daily work, and daily work of the Savings Bank must be all done and completed within the day. We cannot leave a portion of it over until the next day. The habit that many people have of reserving deposits until the end of the month—our interest not beginning until the first of the succeeding month, throws an immense mass of business toward the end

of the month, which has to be dealt with at the head office at the beginning of the next month. That makes the first week of July always very heavy for ordinary work. The extra work is a very severe task on the men and many of them break down in the performance of it even under the piece payment plan.

1165. How many accounts have you got?—At the present time 112,000. Our last balance was \$21,589,000.

1166. That is all over in the month of July?—Practically it is. We have made it a rule ever since the bank was started that the month of July is a month in which no clerk can be allowed any holidays or to absent himself for any reason except sickness.

1167. Your staff is constituted of 34 permanent and 5 temporary clerks?—Yes.

1168. Of what grades?—I am the chief clerk; I have 1 first-class clerk, 7 second and 25 third-class clerks. The temporary clerks are paid at the rate of \$400 a year, the lowest rate of the Civil Service Act.

1169. How much do you pay your third-class clerks?—From \$950 all the way down to \$400.

1170. We should imagine that in your department, with a great deal of sameness in the work, the grade of clerks required might be pretty much the same with the exception of the first and second class. Now, what difference do you make between one of your third-class clerks at \$950 and a temporary clerk at \$400?—No difference whatever. I am not sure that I am at liberty to express an opinion regarding the present classification.

1171. By all means answer?—My experience demonstrates this, that the present classification of clerks into first, and second and third class, is simply an unqualified humbug. It rests on no defined principle, and has in practice been productive of the most absurd inconsistency and of much injustice to the service in the relative distribution of duties and salaries. The present class periods, too, are absurdly long; if they were strictly adhered to it would take forty and a-half years to reach the top. The remedy lies, in my opinion, in a classification of duties and responsibility with definite scales of minimum and maximum pay for each. Speaking for the savings bank, my classification on that principle would be this: First, writers—who would represent nearly a third part of our work—to do copying; second, book-keepers, for accounts and statistics; third, correspondents, for letter writing; and fourth, superintendents for supervision and control. Of the latter officers there should be two, a superintendent and an assistant superintendent for the savings bank. For the past three years there has only been one, although formerly there were two. It is a most dangerous thing to have only one officer in exclusive control of such an institution, liable as he is at any moment to be removed by sudden sickness or absence on official business. To leave the bank in the hands of a clerk, I do not think a safe or prudent thing. I think there should be alongside with the superintendent, another man qualified to take his place in case of need. Then further, with regard to the plan of classification, it would bring to each duty the appropriate ability, and would prevent the bestowment of high salaries on inferior men. A writer would remain as a writer, book-keeper as a book-keeper, and a correspondent as a correspondent, or unless when a vacancy occurred in the higher position his fitness for the duties would command the appointment. A system of classification similar in principle to this—the divisional titles and scales of pay changing with the nature and responsibility of the work—might be made to apply to other branches and would result in securing to the country an economical service with work and pay appropriately and proportionately distributed.

1172. Would you speak now as regards salaries?—In speaking upon salaries, I may say that my term of official life is nearly over, and I have no interest in saying anything that is not in my judgment purely for the benefit of the service and the country. I have a word or two regarding salaries that I wish to have put on record. In order clearly to understand the question of determining suitable pay for subordinate employees in the Departments at Ottawa, it is necessary to state the conditions under which the lowest assumed duty. They must come equipped mentally and physically for service. In such an office as the Savings Bank there is no opportunity for experiment. Everything, no matter how simple in its nature, must be done intelligently and accurately from the

start. The duties, too, are part of a peculiar system, to understand and fully to carry out which, is to be the employée's profession or life work. His home is to be in the city of Ottawa, and his personal expenses must be governed by the cost of living in the capital. On how much can he board and clothe himself, and defray incidental expenses? Now, having recognized these three essential elements in the case, namely board, clothing and personal expenses, how much should each represent? In regard to board there are many degrees of quality, from \$10 a month up to \$60 a month. And here a word of caution in the interest of any public office, but especially one so exacting in its service as the Savings Bank. A cheap and inferior boarding house is destructive of health and character alike. The young men who come to Ottawa are away from the safeguards and restraining influences of home; and therefore from every point of view, personal and public, the higher the quality of the boarding house—I do not speak of hotels—the better for the individual and the better for the country. From a number of young men of typically excellent character in the service, I have ascertained what their annual expenses are at present in Ottawa, and the facts justify me in putting the cost of board, lodging and washing at \$30 per month, clothing, in such a variable and exacting climate, and in a style in keeping with the somewhat exceptional circumstances of the employée's public life, cannot be placed at a lower figure than \$10 per month.

While excess in clothing is an extravagance to be condemned, poverty in dress has much more pernicious effects. Then there are incidental expenses which although impossible defend must always be recognized, especially for young men who are away from home. In Ottawa scarcely a single intellectual, athletic or social exercise or enjoyment can be indulged in by them except at an expenditure of money. They have no claims on the city's domestic life, and what society they can obtain must be procured at some expense either directly or indirectly. One item in the expense is peculiar to the service and in reaching a conclusion it must be recognized, and that is the cost of enjoying an annual holiday at home. The service is and must be expected to be drawn from every part of the Dominion, even the remotest. The travelling expenses of the customary "annual leave" to and from one's native place would in the majority of cases make an average say of \$40. The incidental expenses, therefore, without any approach to extravagance, would scarcely be met with a less sum than \$10 a month. These three items then, (1) board, \$30; (2) clothing, \$10; (3) incidental expenses, \$10, reach an aggregate of \$50 a month or \$600 a year as the absolute necessary requirements for the maintenance of a junior clerk entering the public service at Ottawa.

I have here a word to say with regard to the argument frequently used on the question of Civil Service salaries. It is said that inasmuch as clerks enter merchants' office or banking houses at small salaries, say \$120 to \$240 a year, the same rule should apply to the public service. Such reason rests on a serious misconception. It assumes that such clerks are earning a living, while they are in reality only serving an apprenticeship in order that at a later period in life they may be able to earn a living. During the apprenticeship period in either shop or bank, the \$120 or \$240 is supplemented by parent or friend to the average extent of at least \$300 per annum, this allowance falling short of the cost of the necessary personal expenses by that sum. The merchant's clerk serves an apprenticeship at \$120 a year in order to qualify himself for earning an income of unlimited amount at some future day; the bank clerk that he may reach an income of perhaps \$20,000 a year. The public service has no such prospects to offer as commercial life, nor does it furnish in scarcely any department the opportunity of preliminary experimental training. In the Savings Bank branch of the public service a clerk must come equipped and ready to do responsible work at once. He must begin where the ordinary bank clerk or merchant clerk leaves off, or else he is only a useless expense to the country. In an ordinary bank it takes from two to three years to qualify for responsible ledger duty. Of course there are exceptions, but I think that is very near the average period. In the Post Office Savings Bank deposit accounts must be handled at once, and by competent book-keepers. There is no provision for training, and from the circumstances of such official work, there cannot be any. Then again initial salaries at less maintenance rates for the service in Ottawa, means

giving that service only to the sons of the well-to-do classes and denying to the sons of the less fortunate. Should such a distinction be made in a country whose government rests on the fundamental principle of equality of citizenship? What man with very limited means could afford to give his son three or four hundred dollars a year for an initial training period of say three years? That points to what I consider a very important need in our service, namely, proper or maintaining initial pay.

There are two pays in our service that I think are utterly inadequate, the initial pay to a junior clerk on entering the service, and the pay to a deputy head. I would like to say something with regard to a peculiar class of expenses incidental to the position of deputy head, and it is also thought in a much less degree incidental to the position of other high officials. There is an immense amount of what may be called official hospitality that has now to be borne by the deputy heads. It is incidental to their position in Ottawa as the capital of the country. Men come from all parts of the Dominion and from abroad to the seat of Government on public business. They meet the deputy heads, especially in the absence of the minister. Deputy heads have frequently to go to distant places for state purposes, and have to meet on terms of intimacy with public men. There must be a reciprocity of kindly and hospitable feeling; it is in the interest of the state and public business that it should be so. I think that should be recognised as an element in the calculation of what a deputy head's salary should be. Besides the present salaries—\$3,200—were fixed twenty years ago for the deputy heads, when money had a purchasing power in the city of Ottawa full 30 per cent greater than it has now. Then there is another point in regard to deputy heads. We have two classes of them. We have deputy heads whose training for departmental administration and management can be acquired in the service itself, and we have another class whose training must be expected to be obtained outside. The latter are scientific or professional men. For example the Department of Railways requires trained engineers of a high class, and the Department of Justice needs men of high professional standing in the law. Now in addition to a deputy's pay as such there should be what I call a professional pay for professional men. The reasons for it are self-evident.

To come however to the question of apportioning salaries to a classification based on duties and as applicable to the Savings Bank, in my view, writers—the lowest class—should commence at \$600 and rise by annual increases of \$48 to a maximum of \$792 in five years.

1173. Does that correspond to the 3rd class?—Our 3rd class is a fiction. Many of them have to do senior duties.

1174. But as a substitution for the 3rd class as it exists now you would have that writer class which starts at a minimum of \$600 to attain a maximum of \$792?—That is it. The fact of the matter is it would include not only many of the 3rd class, but a portion of the 2nd class also. Then the book-keepers should begin at \$900 and go up at \$60 a year until they reach a maximum of \$1,140. I should like to explain why it is that I have adopted this five-year system. There is something about it that in my view seems reasonable. For example, a young man comes into a public service here at 20 years of age taking that as a standard. He comes in as a writer at \$600 a year. At 25 years of age that young man may be reasonably expected to assume what you call domestic responsibilities. In a general sense it is every man's duty at 25 years of age to think about getting married. Now, if you have brought him in at \$600 a year you have only given him a maintenance allowance. The annual increase of \$48 a year would give him something which he can save with a view to commence domestic life at a period when young men are expected to assume that responsibility. When he has reached that point he has also got a salary that, with very economical living may keep him in that position. He would be receiving \$792 a year. There are a good many of our younger men who are in that position in Ottawa now. I know they have to live very economically but they manage it. Then book-keepers, of course, are a step higher in the field. They require a higher grade of intelligence, a knowledge of accounts and their average age may be placed at twenty-five. They would reach their maximum within a reasonable

period and at almost the best period of their life. Much responsibility attaches to that position. Then I come to correspondents. In a correspondent you have a higher type of man still, a man of considerable literary culture, of good judgment and with a complete knowledge of the bearing of all the details of his office. For this position the average commencing age would be thirty, or five years later than a book-keeper's age. \$1,200 with annual increase of \$72 until a maximum of \$1,488 is reached, is not an over-estimate for the position of correspondent. I next reach controlling officers, chiefs and assistant chiefs of branches, no matter by what special title they may be designated. Where two such officers, a junior and a senior, are needed in one branch, the junior should begin with \$1,800 a year, or the present maximum of the first-class and go up with an annual increase of \$96 a year until he reaches \$2,184; the senior officer, if non-professional commencing at \$2,400 going up with an annual increase of \$120 until a maximum of \$2,880 has been attained. My reason for raising the annual increase for each position is this: As these men go into higher duties there an species of expense incidental to them, that must be met by greater annual increase than for those lower down. I am going on the principle of maintenance all through. With regard to salaries for deputy heads, I wish to remark that there is nothing that affects the character of a chief controlling officer more than the distinction between his pay and that of those under him. In the Post Office Department to-day we have subordinate officers getting larger salaries than the Deputy Minister. Perhaps I should not use strong language about it; but I feel that that is a gross wrong. We have subordinate employees getting \$4,000 a year. I do not say that these men are undeserving of such pay for the office they hold; but discrepancy of that kind destroys the whole sentiment and sense of authority towards senior officers and has a tendency to make effective control impossible. My view is that a Deputy Minister should have not less than \$4,800 as Deputy Minister, and then professional gentlemen who are brought in as deputy heads should have whatever additional amount the Government can agree upon with them for professional pay.

There is one other point with regard to salaries and control which I wish to mention. We find it very difficult to carry on work properly for the want of subordinate controlling officers. I would like to see a system of control-pay adopted. It is some times spoken of as duty pay. What I mean is this: A man has charge of a large room with perhaps ten, fifteen or twenty men. He is a clerk. He is to be responsible for their conduct, for their behaviour. Our rooms are badly planned for supervision of men; indeed their construction is such that constant oversight by the chief officer is in some branches impossible. A man in charge of other men should be paid something specially for supervision of the conduct of the room irrespective of his salary.

1175. His salary should be large enough to cover it?—No; I do not think that. A salary does not carry the same effect. It is control-pay that is needed and to the men who for the time being can be entrusted with that duty. A man may be a very competent book-keeper for example, in his class, and yet utterly worthless as a maintainer of order and discipline. We frequently find a man junior in pay but excellent to control, and just the man whom all the other men in his room would respect. By giving him special pay for that purpose it accomplishes the object and it is the only way so far as I can see that the object can be satisfactorily accomplished.

1176. Is that carried out elsewhere that you know?—They have had in England something corresponding to it, and have it I think in many offices still. I am not aware that it worked unsatisfactorily there. Their system being founded upon an entirely different principle from ours, they have not had the same difficulties to contend with in that respect that we have. The British system is largely a non-political system.

Under the classifications which I have suggested the question of promotion—now so troublesome in our present system—would disappear. If a man be a book-keeper he remains a book-keeper in that class, and his maximum pay would be in keeping with his position. The salaries indicated are, looking at the present cost of living in the city of Ottawa, in my judgment neither extravagant on the one hand nor insufficient on the other. Rates of pay should be periodically revised, say once in each five years, and made to correspond with the increased cost of living at the Capital.

1177. Practically then in your opinion, the lower part of the Public Service and the higher part are under-paid?—Both entirely under-paid. The intervening portion of the Public Service have in many cases got themselves forced into fairly comfortable positions. But the lower men and the higher men are helpless.

1178. What is your view about examinations?—I am very strongly in favour of them. I do not see any other way by which the people of this country can be made to enjoy this advantage of what may be called a people's service that is, that every well educated young man from one end of the country to the other may have a perfect right to come before the examiners and be tested according to his fitness, according to his standing, and to be chosen for public employment. Of course there is an element of character and conduct to be considered and physical health to be vouched for.

1179. Competition, with qualifications, is the only manner by which the service can be opened to the people at large?—Yes; I think so.

1180. It is not always the best test of efficiency, but it is one test?—It is one test.

1181. And perhaps the principal element by which a Civil Service may be opened to all the people of a country whether they may be rich or poor?—The competitive principle disarms criticism by destroying privilege, and that is the great value of it. I had some little opportunity two years ago of looking into the British Service in the Savings Bank branch and the working of it. They have a system of open competition.

1182. Are they appointed by competition in the Savings Bank in England?—Yes. The Postmaster General there cannot appoint a single man.

1183. In your branch have you ever had any appointments made that you did not like, and without your being consulted?—Of course we cannot say anything about men until after we have tried them. You do not know in advance what a man is.

1184. But after you have tried him?—Yes, appointments have been made without my being consulted. In regard to the savings bank it is a continually growing office and additional men are frequently required. I may tell you that in the case of the savings bank during the 23 years that it has been in existence, we have had 98 men appointed and our staff at present is only 39. The official life of a clerk in the Post Office Savings Bank is only four years and a half on the average. The average official life of the present staff is seven years and a half.

1185. Is your staff now all efficient men?—With one or two exceptions we pronounce them efficient.

1186. How did these exceptions come in?—One of them was a transfer from another branch to ours.

1187. Were you consulted in that transfer?—It was before my time.

1188. Do you remember whether your predecessor was consulted?—I am not quite sure.

1189. There was no compulsion?—No, there was no compulsion. I may say here that I think in regard to making appointments to offices and forcing men from one branch to another, it should be distinctly understood that it is not attributable to the Ministers or to the deputy heads of the departments; it is almost entirely the people's doing. A Minister is constantly in a position of resistance as it were. I may tell you that for a number of years before the savings bank was organised, I held the position of private secretary to various heads of the department, and I know what was done. Outside pressure causes nearly the whole trouble.

1190. If the Minister did not resist, what sort of a civil service would you have at all?—That is so.

1191. You say you had one or two inefficient clerks?—What we call inefficient in the Savings Bank may not be inefficient in another office.

1192. But you said they were inefficient in your office?—Generally speaking inefficient clerks are not kept.

1193. Have you made any effort to get rid of them, or can you get rid of them?—Yes, I have reported one or two men as being inefficient.

1194. And what has been done?—Nothing has as yet been done.

1195. Do you expect that something will be done?—Yes, I have been promised that when there is a possibility of exchange or making transfers, these men will be removed.

1196. How long is it since you made those representations?—In regard to one of them, about three months ago.

1197. Have you made any representations a considerable time ago to which promises have been made?—No.

1198. You say you have thirty-four clerks and five temporary?—Yes.

1199. Are these sufficient for the work?—Yes.

1200. Have you more clerks than are sufficient for the work?—I wish to say this regarding the Savings Bank. Owing to the work being of an incessant kind and daily, we must run no risk in the performance of it. We have to have a little latitude and a margin allowed us in regard to the number of our clerks. To illustrate, to-day three of my men are absent with la grippe struck down with illness and unable to work. Then we are liable at any moment to a sudden increase of work. There is no uniformity in the volume of our daily work and no portion of it can pass over till another day, and we have got to provide for that. The Savings Bank is altogether different from most other offices in this respect.

1201. But allowing all this latitude, have you more than sufficient men?—Yes, I should say that I have.

1202. To any great extent?—No, I think that out of my whole staff I could safely reduce the number only by three.

1203. You could get rid of three extras?—Well, I wish to say this: That in recommending a reduction of the staff it is not the extra clerks I wish to get rid of, it is certain permanent clerks. The extra clerks are exceptionally good clerks and very economical. We get from our extra clerks a very much better return for our money than we get from some of the permanent staff.

1204. And they, according to your views, are not paid as much salary as they should be paid by \$200 a year?—No, they are not.

1205. Do you make applications to your Deputy Minister when you want extra assistance?—Some years ago when we were changing our rate of interest, reducing it to a fractional rate, it occurred to me that the working of a fractional rate in our system would necessarily involve a good deal more ledger duty, and I applied then for two or three young men to train for that particular purpose. That is the only special application I have been obliged to make since I have been superintendent.

1206. How did these extra clerks come to you?—The Deputy Minister comes to me and asks if we have work for an extra clerk or if we need one.

1207. Then if you say yes, he makes the appointment, I presume?—I do not know. I suspect it is the outside pressure.

1208. Have you any views with regard to the Superannuation Act?—Yes; I have something to say. If we were constructing a service *de novo* I would not have a Superannuation Act at all, but instead of it a system of provident accounts, each man being obliged to contribute a fixed minimum sum monthly, which would be, as it were, the profit upon his own labour. I think that every man, during the working years of his life, is entitled to a profit on his labour to provide for those years when he cannot work. That is the theory in outside business, and the same should apply to the Public Service. The present Superannuation Act is justified on the ground—and it is only too true—that the present service has not been paid at rates that will admit of the men making a provision themselves for old age, and, therefore, it must stand as regards the existing employees. One of its provisions, however, should in all fairness be modified so as to admit of the contribution of men who die in the service being repaid to their heirs.

1209. If you could by any actuarial process now place to every man's credit the value of his payment under the present Superannuation Act, and could commence over again, you would adopt this system?—No; you could not do that with the present superannuation payments. But under the proposed plan a writer, for example, contributing \$6 a month at the end of 35 years would have at his credit \$5,400 of money, the result of just placing it in the Post Office Savings Bank and compounding interest

annually at the rate of four per cent. That sum would be the legitimate profit of his own labour during those 35 years.

1210. That is the annuity of \$72 with the accumulation of 4 per cent compound interest?—Yes. In the case of a book-keeper paying \$8 a month he would have \$7,069. A correspondent paying \$10 a month would have \$8,564. A junior chief clerk contributing \$15 would have \$11,853, a senior chief clerk contributing \$20 would have \$14,513. That is a substitute for superannuation, and, in my opinion, the proper one.

1211. That would cost the Government nothing?—Nothing; that is the man's own money.

1212. And if he died in harness his family would have it?—Yes; and it is a guarantee for the man's good conduct while he is in the service.

1213. But you make it obligatory?—Oh, yes.

1214. But you would pay him a good enough salary to enable him to pay that over and above his living expenses?—Yes; the salaries mentioned should have those figures added; they would represent a profit on each man's labour of about 10 per cent.

There is another point in regard to salaries, which I wish to mention. In my judgment it is a great injury to the service that we pay monthly. I should like to see the payments made fortnightly. The reason is this: The monthly payment has practically the effect of putting a large body of people who are in the public service into the credit system, depending upon tradesmen. We must have regard to the domestic and economic side of the service. If the payments were made fortnightly, families would always be in a position to make their purchases at the best advantage, and there could be no excuse for getting into any man's books. The figures in the scales of salaries I have mentioned are arranged so as to admit of fortnight payments being made in even dollars. Moreover, I am a little inclined to think that we are troubling the Bank of Montreal greatly by our present system. We pay by cheque on that bank. I will give you an illustration of how this works. Suppose that pay-day happens to come on Saturday, a crowd of clerks go down and fill up the bank and the business people of the city are very much incommoded in consequence. The bank officials must also be very much embarrassed, and besides there is much waste of valuable time and considerable disturbance of work caused by departmental clerks being obliged to go out of their office to get their cheques cashed. All this should be met by a simpler and more direct method of payment.

I wish to mention a point regarding office hours. Theoretically our present rule is from half-past nine to four, but we find in practice that it is absolutely necessary to provide for a lunch hour. We had an Order in Council and a Minute of the Treasury Board respecting attendance, and which refused to grant the lunch hour. Well, we tried to carry out the provisions of the Minute of the Treasury Board, but we found it impracticable in the savings bank. We found that men would take their lunch sometimes at twelve, and the process of eating go on to, perhaps, one or two o'clock. We found also that the men would get together and lunch in groups. It was a most irksome and difficult thing to control; for the few weeks that we tried the regulation our books and ledgers, and office furniture generally, received more injury than they had sustained by ordinary usage during the preceding twelve months. Our office was practically converted into a kitchen. We were obliged, in the interest of our work, to promptly set aside the rule and allow our men to go out for lunch. Now, there is only one system that is applicable to a lunch hour and that is the registration system. There should be a definite hour and a record the same as the attendance book in the morning, showing the time of a man's going out and his coming in. The same rule is not necessary in regard to leave at night; in fact, it would not do in regard to the Savings Bank, because we cannot leave until our work is completed, no matter how long it may take. I do not think, as regards the leaving hour, that the same arbitrary rule should apply, but there should be a system of registration for the arrival in the morning, the going out for lunch and the coming in from lunch. As to the morning hour, a good deal is to be said about it in the city of Ottawa. Too early an hour is not applicable to this city and to the service here. We do not get our mails, for example, distributed until nearly

ten o'clock, and, of course, it is mischievous to have a lot of men standing round doing nothing. We should start at the point where the work is ready to go on. It is a bad thing where you have got a number of young men together, not to have the work ready for them. As a rule we find in the Savings Bank that our work is ready about half-past nine o'clock. We cannot get it any earlier, and, therefore, I think that half-past nine ought to be the hour of commencement. I have this to point out also in regard to an earlier hour. A great many of our men in the Civil Service, from the fact of their being paid such low salaries, have to reside at long distances from the Parliament Buildings. If a man is to be here at nine o'clock, it means, in most cases, that he would have to breakfast at eight, and if he had to breakfast at eight, that means that his family arrangements have to be started an hour and a-half earlier. Then it must be borne in mind that the domestic life of most men in the public service is not like that of working men. This is a very delicate matter, but it should be pointed out. Many of the wives of civil servants are rather delicate women, and they are not able to hire proper help. I think this is a point to which some little consideration should be given. Where a delicate woman has to do her own domestic work, it is a great task to have to get breakfast at a very early hour, and it tells too upon her husband and his ability to do his day's work at the office. Therefore, I think that objection is one that should be recognized as against too early an hour. At present 9.30 is practically the hour. I am strongly in favour of one definite morning hour—9.30—and one definite lunch hour, whether from 12.30 to 1.30 or from 1 to 2 o'clock, as may be best suited to the office work, is immaterial. With these hours definitely fixed and a system of registration applied to them, the hours of departure may be left to the operation of the work and the judgment of the men in control.

1215. Would you empty the buildings entirely at luncheon time?—I am disposed to favour that in certain offices, I do not say that it is applicable to all offices. I think there should be a discretionary power. In the Savings Bank office it is very desirable that all our young men should go to lunch at the same time. There is a sanitary reason for that. It enables the windows of the rooms to be opened. The men are so much crowded together that the rooms need to be frequently ventilated. There are many reasons why the men should be back at a definite hour, but especially where men are engaged in associated work, one man depending upon another.

1216. Then about the attendance book?—The attendance book should be framed with a view to showing that.

1217. Have any losses occurred in your department lately?—The last serious loss in the Savings Bank was the one at Kingston three years ago.

1218. In the outside service of your department you have had losses of course?—They have all been outside; we have never lost a dollar within the bank itself.

1219. These people through whom defalcations occur, did they ever take holidays? Did this defaulter at Kingston take a holiday?—No, he covered himself up by continual presence in the office.

1220. Would it not be better to have the holiday compulsory?—It was the case of a holiday that disclosed the whole fraud. The man went away for a holiday. When he came back his first enquiry was "Has everything been going on right?" and they said "Yes, everything has been going on right!" except an enquiry from the Savings Bank at Ottawa regarding a certain depositor's pass book, and that depositor happened to be one of those whose accounts he was manipulating, and he at once confessed his wrong which had been going on for a number of years.

1221. In your opinion leave of absence should be compulsory?—I must think about that.

1222. At all events for those who deal with money?—Yes, with that point in view. I think there is an element of safety in that. In regard to leave there is one thing that I would like to mention, that is, its insufficiency in certain cases. Many of our young men come from long distances, and the time of going to and coming from home takes a good deal from their statutory allowance. There should be some consideration for that. Then, I do not think the leave should be uniform. There are some men whose

work is of such a nature that their leave should be longer than that of another in order to benefit them ; men, for example, who have exhaustive intellectual work and greater responsibility should have longer leave than others. In England the leave is more than double that of ours. What little I know of the French system it is just as carefully constructed as the British system, so far as the Savings Bank system is concerned I think it is more so.

1223. As a matter of fact in your predecessor's time when he was in England, the Post Office Department requested him to stay in order that they might improve their service in some respects from the Canadian example?—That was with regard to our Savings Bank system, and particularly in regard to that plan I was speaking about, the annual balancing. They do not do it as we do. It takes them, under their system a much longer time to accomplish it, but they pay for it just as we do, so much per account.

1224. It is understood your predecessor gave them several valuable hints?—Yes, he did. They adopted our plan of renewing accounts from exhausted ledger spaces.

1225. That is to say, to fill up the space when the space is filled up in the ledger?—Yes. In England, however, instead of giving one half a number they add the letter A which is the same thing in effect and works as satisfactorily there as it does here. It works admirably.

1226. You said sometime ago that for three months you had been employing two or three inefficient clerks ; would it not add to the efficiency of the service if the deputy head had the power to suspend?—Yes, it would doubtless. But I want to say this : No official who has due regard to the responsibilities of a deputy head and the position of a Minister, likes to bring his deputy and his Minister into conflict, nor does he desire to embarrass the Minister. It is a very great responsibility under our political system to recommend the removal of a man. It is not an easy thing for a Minister to do. It is not an easy thing for a deputy to do. The deputy heads and the Ministers, in my judgment, ought to be far more independent than they are. I think this question ought to be dealt with by a Civil Service Board constantly sitting here at Ottawa, to whom a deputy head could refer at once. I think the deputy and the Minister would be far more free in their control of the service if matters of that kind were left in the hands of an independent board. There is no question that it would, under our present system, be a great advantage to the efficient working of an office if the deputy head had more control than he now can prudently exercise. I think on the whole, looking at our system of appointment, that the Savings Bank is exceptionally well favoured.

TABLE showing progressively, for each five years of a service of forty years, the result of monthly payments into a Provident Account, with interest calculated and compounded at the rate of 4 per cent per annum.

YEARS OF SERVICE.	MONTHLY PAYMENTS.							
	\$5.	\$10.	\$15.	\$20.	\$25.	\$30.	\$40.	\$50.
	\$ cts.	\$ cts.	\$ cts.	\$ cts.	\$ cts.	\$ cts.	\$ cts.	\$ cts.
5	330 81	661 62	992 43	1,323 24	1,654 05	1,984 86	2,646 48	3,308 10
10	733 26	1,466 52	2,199 78	2,933 04	3,666 30	4,399 56	5,866 08	7,332 60
15	1,222 91	2,445 82	3,668 73	4,891 64	6,114 55	7,337 46	9,783 28	12,229 10
20	1,818 60	3,637 20	5,455 80	7,274 40	9,093 00	10,911 60	14,548 80	18,186 00
25	2,543 37	5,086 74	7,630 11	10,173 48	12,716 85	15,260 22	20,346 96	25,433 70
30	3,425 18	6,850 36	10,275 54	13,700 72	17,125 90	20,551 08	27,401 44	34,251 80
35	4,498 07	8,996 14	13,494 21	17,992 28	22,490 35	26,988 42	35,984 56	44,980 70
40	5,803 60	11,607 20	17,410 80	23,214 40	29,018 00	34,821 60	46,428 80	58,036 00

THURSDAY, 31st December, 1891.

Mr. GEORGE F. EVERETT, Superintendent of the Money Order Branch of the Post Office Department, appeared and read the following synopsis of the Money Order system which he had prepared for the Commission, and was then examined.

Issue of a Money Order.

The particulars of the Money Order required are entered by the applicant on an application form (No. 1), and handed by him to the postmaster with the amount of the money order and commission thereon. Having ascertained that the sums tendered for the money order and commission are correct, the postmaster enters the necessary particulars copied direct from form No. 1 into both order and its advice, signing and stamping both with the official stamp of his office, showing date of issue. The order is handed to the applicant for transmission at his own expense to the payee, and the relative advice is addressed and forwarded to the postmaster at the office of payment by the first mail despatched after the issue of the order. If the money order is payable at any place outside the Dominion of Canada, the advice is forwarded in a special envelope addressed to one of the authorized money order exchange offices, instead of direct to the office of payment abroad.

Payment of a Money Order.

When an advice is received from the issuing office, it is stamped on the back with the date of its arrival, and examined to ascertain if it is intended for the office of receipt, then placed on special file to remain until the relative order is presented or has become lapsed. The order, on presentation, is compared with the advice, and if found regular and in agreement therewith, and without alteration or erasure, it is paid upon being receipted by the person entitled to receive payment. Both order and advice must be stamped at once with date of payment and the proper entry made on the credit side of the money order account. When an approved chartered bank is situated in the same place as a money order office, the postmaster may, instead of cashing a money order, direct payment to be made by the bank by impressing on it a "pay-stamp" furnished him for the purpose by the department, but the amount advanced by the bank on any day must be made good on the following day by the postmaster upon his obtaining the surrender of the orders pay-stamped and paid.

General outline of the system.

Postmasters at cities and large towns who are authorized to transact money order and savings bank business, and may be denominated first-class, are required to furnish a daily money order account, those of the second-class, namely, postmasters at small places are permitted to furnish four accounts only during each month, showing their transactions up to the 8th, 15th, 22nd, and last day of each month, Postmasters of the first-class are directed to deposit twice daily to the credit of the Receiver General all sums received from money orders and from savings bank depositors, less the amount that may have been applied during the day for cashing small money orders. Postmasters of the second-class are required to remit to the bank at the close of each day the whole amount in their possession in excess of the sum required for payment of orders advised during the previous fourteen days and not paid. The banks are instructed to furnish postmasters without delay with a receipt for each deposit or remittance, and to advise the department and Receiver General daily in detail, by stipulated forms, of the several sums received from postmasters on post office account. In his money order account the postmaster describes on the debtor side the particulars of each order he issues with the commission thereon, and on the credit side the particulars of all orders he pays, distinguishing between those issued in Canada and these issued by offices in other countries. He totalizes the respective columns and carries the totals to his daily or periodical cash account, as the case may be, which is a balance sheet showing his receipts, payments and remittances on either money order, savings bank or postal revenue account.

The cash account is prepared for the guidance of the acting financial comptroller, whom it enables to prepare the postmaster's ledger account and to know the postmaster's indebtedness to the department at any period. The postmaster forwards the paid money orders, salary warrants and cash account enclosed in the money order account to the money order branch, where the totals shown in the cash account are checked and agreed with the totals of the money order account. After this examination, the cash accounts are forwarded to the account branch through the savings bank, where the items relating to the bank are examined and proved. The money order account with the paid orders is placed in the hands of a registration clerk in the money order office, who ascertains if the correct sum for commission on each money order has been accounted for, that all the orders issued are entered in numerical sequence, and that the totals of orders and commission are correctly given. Any discrepancy between the amount charged or claimed is adjusted by means of an error notice directing the postmaster to add to or deduct from the respective totals in a future account. The paid orders are counted and compared with the entries made by the postmaster on the credit side of his account, and the sums total are proved. The postmaster's issues are then recorded in a special register, wherein is shown date, number and amount, and the correctness of the entries is proved as soon as possible by transcribing into an adjoining column the amount copied from the orders after payment. This is called marking off, and proves not only the accuracy of the postmaster's account, but shows at a glance all orders that are unpaid or outstanding. After the close of each quarter, the correctness of the entries made in the postmaster's ledgers is proved by an addition of the paid and outstanding orders recorded in the registers of the money order office.

1227. How long have you been in the public service?—Since 1875.

1228. At Ottawa all the time?—No. I was superintendent of the Money Order office in New Brunswick during the time there were local superintendents in Nova Scotia, New Brunswick, Prince Edward Island and British Columbia, as well as a chief superintendent at Ottawa in charge of the offices in Ontario and Quebec. I was transferred to Ottawa in 1882, having been appointed assistant superintendent in 1881.

1229. How many Money Order offices are there all told?—On 1st July last, there were 1,100 throughout the Dominion.

1230. You mentioned commissions paid to country postmasters, what rate do you pay?—I did not refer to commissions paid to postmasters, but to the commissions we receive on orders issued from the public.

1231. What commission do you allow postmasters?—Postmasters in cities are paid salaries and do not now receive any commission on their transactions. Country postmasters are allowed one quarter of one per cent on the total of their issues, and one quarter of one per cent on the total payments of orders issued abroad, that is, outside of Canada. They also receive one quarter of one per cent on the total sum received from Savings Bank depositors.

1232. Your Money Order business shows a profit of about \$50,000 a year, does it not?—The total commission received from the public in 1890 was \$95,536, leaving, after deducting \$27,342 paid to country postmasters for issues and payments on Money Order account, what is called a net revenue of \$68,194. If office and other expenses were deducted from this, it would leave but a small margin for profit.

1233. That is, if you deduct the salaries and stationery, and so on, it would come out with a loss?—Certainly, with not much profit if to salaries and stationery at the head office was added the salaries paid to clerks at city offices specially employed in the performance of Money Order and Savings Bank duties only. Sometime since, when this question was under discussion, I claimed that one-half of the salaries these clerks should be considered as an expense chargeable to the Money Order system. On the other hand, Mr. Stewart, the former superintendent, was desirous that the expenses of the Savings Bank should be reduced to a minimum; that only one quarter should be considered chargeable to Savings Bank expenses. A portion of the travelling and other expenses of the several Post Office inspectors' offices should be considered as forming a part of the expenses of the Money Order and Savings Bank systems.

1234. You think this is carried on without any considerable charge on the country?—I think there is not any great charge on the country. Owing to the new system that went into effect in 1888, taking the dealing with postmasters, cash accounts and ledgers out of my hands, I am now unable to arrive approximately at the cost. To do so, I should have to ascertain what proportion of the salaries in the Revenue Branch of the accountant's office should be borne by the Money Order branch after deducting the value of work performed by my clerks in connection with revenue from other sources, and payments.

1235. You mention outstanding money orders. Have you any number that have remained outstanding for five years or so?—Yes. We have some which are evidently lost, as far as the parties interested are concerned. I remember reporting some of those from New Brunswick in 1875 which are still outstanding.

1236. Not claimed?—Not claimed. I submitted to the present deputy whether in such cases it would not be well to communicate with one or other of the parties interested, as I know it was the practice in the United States. He said it was not so in England; but as I was under the impression that some opportunity was given to the parties to make their claims, he concluded to ask for information.

1237. Do the orders lapse with time?—At the expiration of twelve months from the date of issue they lapse and become void, and the amounts received from the remitters are transferred to the Receiver General. So large a number of orders being paid after having become lapsed, the aggregate of those unpaid is not so large as might be supposed. I think twelve months is as long as is necessary, but there should be a system by which parties could be asked if they hold receipts.

1238. Would it not be fair to the public that an enquiry should be made if the order is not cashed, as the treasury has the money?—There should be. I think I should be at liberty to have enquiries made to know if the party who remitted held a receipt for the amount. That would be sufficient to make him correspond with the payee. We should commence some correspondence with him in order to draw attention without giving any special information.

1239. What would be the objection to giving information?—At the expiration of a year a payee may have removed, and should the letter containing the information fall into the hands of a person of the same name, he would be in a position to obtain payment, as he could answer all the questions required. Every year there are cases of persons presenting money orders who are not entitled to receive payment; this requires the exercise of much caution. Recently a remitter made personal enquiries regarding two money orders for \$100 each, sent by him to his brother in British Columbia, and, upon the orders being handed to him for inspection, claimed that the signatures to the receipts were not that of his brother, as they were made by witnessed marks (+), while his brother was not an illiterate person. He had no communication from his brother for seven or eight months, or after the orders were issued, did not know his present address, and whether he was alive or not. Enquiries are being made, but until the payee can be found, it will be impossible to ascertain if payment was made to the proper person. On the whole, postmasters have been very fortunate in not meeting with serious loss through not insisting on payees unknown at their offices proving their identity as required. For a system that has been so long in existence, and transmitting something like thirteen millions last year, it has been wonderfully free from abuse.

1240. Can you tell in round figures the amount of money orders that were outstanding at the end of the last fiscal year, which had been outstanding more than twelve months?—No, I could not.

1241. Or for any year?—Records of the details of this class of orders are kept in a register in my office, and the amount outstanding at the end of each quarter is brought to account in the Accounts branch. I am unable, without referring to the books, to give the amount of outstanding orders reported at any period.

1242. Practically you think you should be allowed to make enquiries?—Yes, to act in such a way as would assure me that payment had not been made.

1243. If the enquiries did not succeed in getting information after a certain time, the money should be paid into the Consolidated Revenue?—I suppose so.

1244. What staff have you in the Money Order Office?—The total, including myself, is 36.

1245. Into what grades are they divided?—Myself, chief clerk, one first-class clerk appointed in October last, one second-class clerk, whose duties are more in connection with the Accounts Branch than my own. The number of clerks in the higher grades having been reduced is now much less in proportion to the total number employed than in any other office.

1246. How are the appointments made—at your request, or how?—They are made by the head of the department.

1247. Does it happen that they are made when you do not want them, or without your knowledge; that you are simply told “here is a man to go in your Branch?”—Yes, I am informed that a person will be sent to me.

1248. And you have to employ him?—Yes, I have to put him to work.

1249. Are there any inefficient men amongst those named in that way?—There are some inefficient ones.

1250. How many extra clerks are there in the 36?—Seven.

1251. And there are 29 permanent?—Yes.

1252. Have you any inefficient in that 29?—It is a question what you would call inefficient. A man was transferred to my office two years ago last September; he had for some years been employed in the Accounts Branch and was stated to be a good, reliable, useful man. At the end of six weeks I reported personally to the deputy that he was so slow and had such peculiarities that his services were of no value in my office. The deputy said: “He did not cost you anything, you had better keep him on,” meaning presumably that he was not to be considered as a required addition to my staff. In the following April when required to report if the statutory increase of the clerk’s salary would be of advantage and in the interest of the public service, I reported that while he was a well-behaved, obedient and willing clerk, he was so slow in the performance of such duties as could be assigned to him in my office, that I was unable to report that an increase of his salary would be in the interests of the service, and, I think, suggested that the officer under whom he formerly served, should be called to report on his capabilities. I was unable to assign him any other duties than those usually performed by clerks as a preliminary education on entering my office.

1253. How high is he in his class?—His salary is \$700. Great pressure has been brought to bear upon me ever since I declined to recommend an increase, and I have been told that it was stated my action was due to the man’s religion, and that clergymen and others interested in him were under the impression that I was starving him by not recommending an increase.

1254. Has his salary been increased?—No; it is said I am blocking it, but it is not so. I performed what I considered my duty, and it is for my superiors now to determine whether an increase shall be granted or not. One of the Ministers kindly took an interest in the case, and when the Postmaster General sent for me, I told him the man was practically of no service to me, and that I was unable to place him at any work that would justify an increase, but recommended him being transferred to some other branch or office where the work was less laborious. Ours is a hardworking office, requiring able and active employéés at every point.

1255. You have him yet?—Yes. He is a good man and has a large family, for whom and himself, I feel great sympathy and would do all I could to assist him personally, still I do not consider it my duty to report in favour of an increase in his salary. We have had clerks who passed the preliminary examination who were found not able to understand their work in the office, or perform their duties satisfactorily.

1256. And you kept them?—No, we reported against them.

1257. Have they gone into other departments?—No, one man left the service entirely.

1258. You have never reported for an increase unless the officer deserved it?—It has been my rule not to report unless I considered it was for the benefit of the department.

1259. You have reported against probationary clerks?—Yes, against one, and at the expiration of six months his appointment was put off, and it was a year before he got his class.

1260. He ultimately got his class?—Yes.

1261. In that year?—No, he did not receive his appointment in my branch. I encouraged his removal to another branch, for while he was able, he was obstinate and would not perform his work within the allotted time. I understand that he has proved a fair clerk in the other branch, and that the delaying his permanent appointment has been, as I anticipated, beneficial to him.

1262. In your department the heads of branches report on each clerk, his punctuality and efficiency, and so on?—Yes, we report monthly on the attendance and duties, but say nothing about punctuality unless necessary to report instances of confirmed unpunctuality.

1263. In your branch is it necessary to have extra clerks at all?—I do not think it is right to have many extra clerks in any of the departments. I am opposed to the principle because I think it acts injuriously to the whole service. My own view is that we should adopt the British system so far as to have a class called boy clerks, that is, lads from 15 to 19 years of age at small salaries not reaching up to \$400, and upon arriving at 19 years they should be made either to pass a qualifying examination or drop entirely out of the service. In our branch boys would be of more service and advantage on the whole than temporary clerks. Early training would form a better class for many duties. Young lads who have been employed in this office, as well as other branches of the department, have made fair clerks, and some who have entered the service early in life have proved to be very superior officers.

1264. Is the staff of your branch greater than you require for your present work?—No; there is always enough work for all. There are certain kinds of work for one or two more almost at any time. I sometimes get a man whom it is difficult to employ profitably owing to his frequent application for leave of absence on the plea that a minister or member wants him to go away. In such case work may fall into arrears and not be discovered in time to be provided for, as a large proportion of the work of the branch must be finished and closed at four stated periods in each month.

1265. What do you mean by the member wanting him to go away?—I have been told by a clerk that he was wanted in his county on political matters.

1266. Does that happen frequently?—No, it happens at times.

1267. At election times?—Yes, but this applies to temporary clerks only, not to the permanent clerks of this branch.

1268. If this calling away at certain times did not take place is your staff more than sufficient?—There is always work requiring to be overlooked, checked and corrected. This I have let drop whenever I am shorthanded and require the clerks engaged at it for other services. At this season of the year, or rather a month later, I might possibly do with two less, but as soon as the annual holidays commence there will be a pressure and the clerks would be overworked as our business keeps on increasing year by year. It is not like an ordinary office, the work is continually increasing. In 1889 the number of orders issued was 673,813, in 1890, 780,000, nearly a sixth of an increase or 107,000 more to be dealt with. Last year there was an increase of 75,000 causing more work in every direction, so that our staff must increase in number to keep pace with the additional work, but with boy clerks the cost might not increase in proportion.

1269. A staff would not be adequate for its work that did not make provision for sick leave and a vacation leave?—No.

1270. That is for legitimate leave?—Yes.

1271. There must be some provision for that?—Yes.

1272. And statutory leave?—Yes.

1273. The Money Order is rather an intermittent business, is it not? There is a large pressure about Christmas?—Yes. It commences about a month before Christmas and bears on both the inside and outside service. It is greatly due to the number of Orders issued payable abroad, causing work to accumulate to such an extent that it is

difficult for the staff to overtake it. I am compelled to adopt a course not usual in other branches. Before moving to the new building, I had upon two occasions to call upon the registration clerks to perform extra work, two hours each day, without extra pay. I reported the circumstances, and that it was necessary, to the head of the department. The last time I left it optional to the clerks to select the time of performance of the work on each day, that is, they were at liberty to work from 4 to 6, or 6 to 8, or 7 to 9 or later. I attended myself at the office each night until after 10 o'clock. Those extra hours brought all the back work up in a short time. There have been no very serious accumulations since, provision having been made to some extent by an increase of the staff. The clerks willingly often stay later or come earlier to prevent their work falling into arrears. It is required to be finished on the 8th, 15th, 22nd and last day of each month, and so reported and submitted to the officer in charge. If a clerk is ill for a day or two, the other clerks generally assist in disposing of his work, so that there may not be so great a pressure on him on his return that he would be unable to overcome it. As to the branch paying or not paying expenses, an estimate was made and it was found that the cost of each money order transaction was 12 or 13 cents, while for small orders under \$4, and which are now very numerous, we charge only 2 cents each. A larger commission, namely 1 per cent, is chargeable on orders payable outside of Canada, and it is upon those and Canadian orders over \$40 that a profit is made. Over 14 years ago attention having been called to an estimated loss sustained by the British Office annually on inland money orders, a Committee of Enquiry was appointed. The chief cashier of the Bank of England, the manager of the London and Westminster Bank, the book-keeper and chief clerk of the Paymaster General's Office and others, composed the Committee. A thorough investigation was made of the Money Order System and a scheme proposed by Mr. Chetwynd for the issue of Postal Notes for small sums payable to a person designated by the remitter in the body of the Order. The result was the introduction of the Postal Note System and the retaining of the Money Order System. I consider the postal note would be a great accommodation to the public for small remittances, superior to the money order but not nearly so secure.

1274. It would not do for this country?—Yes, but we could not well adopt the United States system.

1275. Would it be advisable to give your 1,100 Money Order offices what would be virtually bundles of currency?—Yes, making the maximum of a single order \$4. We could trust them as well as with stamps. They could run 30 cents, 40 cents, 50 cents upwards to \$4. At first start the limit might be made \$2, a newspaper subscription, but I think it might be placed at \$4 without risk. The bonds of a postmaster should be sufficient to cover the value of the notes placed in his hands by the department.

1276. In the case of a defaulting postmaster you never recover anything?—Whose fault is it?

1277. As a matter of fact, as a rule, nothing is ever recovered from the bonds?—I believe the whole bond system is bad, either the taking of personal bonds or charging the postmaster with guarantee bonds. I think the Government should establish a system by which the charge would be small for bonds taken from a guarantee company. They might take a blanket bond from the guarantee company to cover the officials of all the departments. We should be better off, and I think the guarantee companies would enter into an agreement on liberal terms.

1278. Or we might be our own insurers?—Then we should have to take proceedings and thus be placed in the same position, and subject to the interference of political influence.

1279. The guarantee companies collect the amounts?—I presume so. We seldom do from the sureties of private persons. We pay the law expenses and get nothing.

1280. Does it happen sometimes that there are defalcations by postmasters?—They have to be constantly watched. There would be more if they were not.

1281. Can you answer the question fairly?—There are, that is one of our troubles.

1282. In what way does it happen?—In a case that came directly under my notice, the postmaster had used post office money for private purposes. The Inspector found a shortage in cash of \$240 or \$250.

1283. That was ultimately lost?—Yes.

1284. Is there any attempt to recover it?—The matter is reported to the Postmaster General and the Government takes what action it sees fit.

1285. Give a plain answer to a plain question. Is it to your knowledge that attempts are made to recover?—It is only by hearsay, I do not know how it is put into the hands of the attorneys. I think there is always an attempt to recover.

1286. You must know whether attempts are made to recover or not. It is not to be supposed that you are so indifferent as not to follow up a case you have reported. Surely you take more interest in it than simply to report it?—At the present, the accounts, so far as the cash is concerned, are not dealt with at all by my branch. The accountant has charge of all the money and I have nothing to do with it.

1287. You report these cases?—If I discover one I call the attention of the Inspector to it. He makes his investigation and reports to the Postmaster General.

1288. Do you understand that the practice is for the Postmaster General to send the matter to the Minister of Justice for collection?—The inspector notifies the bondsmen. The instructions are to proceed against the bond. My office takes no proceeding towards collection. When the cash was dealt with by my branch, I could tell the result. Since it was placed in the Account Branch I am not informed.

1289. Where there are no banks those postmasters who receive money are bound to transmit you the funds they get for Post Office orders?—Yes, that is they remit to the banks to be placed to the credit of the Receiver General.

1290. Is that sent by mail in a registered letter?—Yes.

1291. Does any loss take place in the transmission of that money sometimes?—It is very exceptional. There are cases that do occur. Every year one or two cases will occur of a registered letter being lost or stolen on the way, or after arriving at a post office, but considering the large sums carried on Money Order and Savings Bank account, the percentage is very small.

1292. You have 26 third-class clerks?—Yes.

1293. Their salaries vary from \$400 to \$1,000?—Yes.

1294. Could not the service be equally well performed with less salaries? In other words, are the \$1,000 men with their experience as well worth \$1,000 as the lower grade men are worth \$400 or \$500?—I think that the salaries should not be less than those already established. A man receiving an appointment is expected to give up the best part of his life to the public service, and is unable to augment his salary by outside employment. Those who by long service and proper performance of duties have reached \$1,000 find it difficult at their age, and with their surroundings to live comfortably on that sum. If any change is made it should be in the direction of those just entering the service, they should be young and the time of their probation should be increased from six months to two years. Should this change be made and the chiefs perform their duty, a portion of the probationary clerks would have to drop out of the service before the expiration of the period.

1295. Looking at the benefit of the service and not at the ambition of the clerks, is not \$1,000 too high a limit for a third-class clerk for the work he performs?—I have clerks for whom \$1,000 would not be too much. Three or four of them are paid \$700 or \$800, who are worth as clerks the maximum given to their class; there are those who if they sought outside employment would with their abilities and attention to the business and interest of their employers, soon obtain a higher salary. I have had others who have reached the maximum of their class and were worth no more in my branch, owing to lack of executive ability.

1296. These exceptional men are capable of doing this work to which you refer, but they are not doing it?—The last referred to had to be assigned work that could be performed fairly well by their juniors, instead of being placed in charge, while those mentioned as having smaller salaries were given supervision of duties, or assigned more important or a better class of work than that of some of their seniors.

1297. It is chiefly routine work which these third-class class clerks do?—No; the work even of our registration clerks requires men of intelligence and ability for its performance, and when a clerk fails to report and discover an error, I refuse to admit the plea that it was an oversight on his part, but treat it as an act of negligence requiring a reprimand or removal for a time to less important duties. The introduction of the Play-fair system of duty pay into my branch would, I think, be beneficial. We have certain classes of work in the office that clerks now employed at have a right to expect more salary even without promotion. I do not believe in the present system of three classes, nor that when a vacancy occurs it must be filled by the senior in the next class whether competent or not. I would prefer having two grades instead of three classes, an upper and lower grade, and that it should be understood no clerk should be raised from the lower to the upper grade who was well known to the chief officers of his department as being inefficient in the performance of his duties, or unable to take charge of, direct and instruct his juniors in all the duties of the office to which he was attached. The maximum salary of the lower grade should be \$1,200. The promotion of a junior of recognized ability to a grade above his inefficient senior would not be an act of injustice but simply a compliment to the ability of the junior, and in one instance in my branch was so considered by the clerks interested.

1298. Promotions are very slow in your department?—Yes, in my branch especially. When Mr. Stewart was appointed superintendent in 1881, the business of the office was less than half what it now is. He believed in the principle that a chief officer should nominate his assistant, and I was given to understand that it was through his nomination that the Postmaster General transferred me to Ottawa. At that time there was an assistant, one first-class and five second-class clerks. In 1888, there were seven second-class clerks. The mere fact of having a first-class clerk is of no importance. The head of a branch should be allowed the privilege of nominating a man from some other branch or department, if he requires him for special duties in his office, and he should be able to transfer a clerk from one place to another if the exigencies or interests of his office required it.

1299. Have you had any promotions recently?—Only one, the promotion of Mr. Thorne to a first-class clerkship in October last. He was a second-class clerk.

1300. He came from your staff?—Yes.

1301. Was there a vacancy?—The vacancy was created through filling chief clerkships in the department. He has been in the department a long time.

1302. And he is a very efficient officer?—Yes.

1303. In your branch do you not think the maximum limit of \$1,000 for a third-class clerk too high?—No, I do not think it is. It takes a clerk a long time to reach that point.

1304. Have the seven temporary clerks passed the examination?—A young lady and the messenger have passed. I do not know about the others. One is a man of 60.

1305. When was he named?—It was long before last March.

1306. You did not ask for him?—No, I was asked to provide work for him. He is a very intelligent and kind man. His family does not reside in Ottawa, and as he has to go home for some days now and then I am unable to place him at regular work.

1307. What salary do you pay him?—\$1.50 a day, I think.

1308. Then he presumes to have technical qualifications?—Well, I think he has, but they are not adapted to me.

1309. To what extent has your staff increased since the passage of the Civil Service Act of 1882?—I should think it has nearly doubled, but our work has doubled. When Mr. Stewart took over his portion of the work in 1888, 25 clerks went with him, leaving including myself, 27. Now I have 29 permanent clerks.

1310. The increase in the staff has not been in proportion to the work?—For instance, in 1888 we had seven registers and the same number of registration clerks, to-day we have but twelve. I could possibly for this year have managed with ten if I had abandoned some of the checking, and not insisted on each clerk initialling every money order he marked off. In regard to that question of the blanket bond, I think it

would be worth considering in view of doing away with the present system. The introduction of a boy clerk system would be a great help in furnishing good junior clerks for the public service. The question of duty pay should also receive some consideration.

1311. As to those recent appointments in the last few years in your branch, have the officers appointed had more than one trial at the examination before they were appointed?—I think not. We have a temporary clerk, a young lady, who passed in all except grammar; she has had a second trial recently and passed. I think she will make a good clerk and should like to have her placed on probation.

1312. Have you any idea as to competitive examinations for entering the service?—It can scarcely be discussed unless it were understood that appointments would be made outside of political influence. As it is now I think there would be no advantage whatever gained by competition.

1313. You would have an independent board of some kind?—Yes.

1314. Have you any idea how the board should be constituted?—I think a permanent independent board should be appointed by the Government, and that it should be well understood that it was so constituted as to be entirely free from any pressure either by a member of the Government or a member of Parliament, and wherever a vacancy occurred, it should be reported to the board by the head of the department.

1315. And how would that bear advantageously so as not to be charged with the same favouritism that is now charged in regard to political influence?—The board should submit to the head of the department, not by individual name but by number, five or more persons who had shown such capabilities when passing the qualifying examination as in the opinion of the board rendered them suitable candidates to fill the vacancy. The board should be aware of the different attainments and ability of the persons submitted, that is whether suitable for correspondence or accounts. The persons presented should be selected from those on hand, and should be required to pass a competitive examination as would show which one was best fitted to fill the vacancy.

1316. From the list of those who have passed the examination?—Yes. A record should be kept of those showing at a glance their capabilities and the direction in which shown.

1317. Then these men should be appointed after a competitive examination for the duties of their office?—Yes.

1318. After probation?—Yes, after probation, the limit of which should be extended beyond one year. A young clerk may at first show apparent skill, ability and correctness, and afterwards it may be discovered that his work has not been properly performed. I have at this time an instance of a temporary clerk recently appointed on probation, who made serious errors that could not come to light until the final balancing at the expiration of six months. The errors were due to a desire to exhibit quickness.

1319. Should there be in your opinion a special examination for each branch of the public service?—If competitive, there should certainly be questions bearing on the work of the department where the vacancy exists. There should be two classes of questions, one showing general knowledge and ability.

1320. Qualifying the candidate for competition?—Yes. Take the questions now asked: some will be able to answer them readily off-hand who would not make practical clerks for an office.

1321. Probation is the great test of that?—Yes.

1322. Is it a better test than competition for the duties of the office?—Practically it would be. I would let a clerk while under probation have his salary go on just the same and get his increase of \$50

1323. Why? Would not that be a kind of intimation that his services were efficient in every particular?—No, for if a clerk was found at the expiration of the first six months to be inefficient or unsuitable, in the branch in which he was employed, the chief in charge should report and ask for his removal to another branch, and, if after a second trial, his unfitness was proved by the chief clerk of the second branch, he should be discharged from the service without waiting for the expiration of two years probation.

1324. Do you not think that deputy heads when they find out that a candidate given to them is inefficient, should have the power to discharge him and not send him to another department?—The work is so different in the several departments and branches that a clerk useless in our branch might be usefully employed at certain classes of work in other branches or departments.

1325. At what time do your officers get to work in the morning?—More than half previous to half-past nine, the rest before ten o'clock.

1326. Have you a general luncheon hour?—Yes.

1327. What is that hour?—A few years ago an order was given forbidding the going out for lunch. The order was observed in my branch for several months after it was elsewhere dropped. Taking lunch in the office brought mice, caused grease on the papers and books and made a mess generally. A longer time was taken through lunching in the office than by going out, and through reading the papers during lunch hour and discussing the contents during working hours, further time was lost. A lunch leave of three-quarters of an hour was then granted, leaving it optional for the clerks to select the time. This answered very well for a time, but finding that a few exceeded the hour considerably, I gave a peremptory order that all excepting two or three named should leave at 12 and return at 1. It was objectionable to some, but has worked well, and to a certain extent, a fixed hour has been adopted since by other offices. Some clerks ask special permission for some specific reason to remain out a little longer on a particular day. There are one or two inclined at times to exceed the hour without leave, and there must be strictness to prevent it.

1328. Could you not make them sign the book again as in the morning?—The feigning might be introduced, but what punishment are you going to inflict? You can only report the man as late.

1329. You think there should be a deduction from pay on account of tardiness?—I think the clerk should be punished in some way,—by being compelled to bring his lunch for a week or month, or something of that kind.

1330. But you do not want him there at lunch?—That is true, I do not.

1331. You are in favour of one hour for lunch, when the office should be closed up?—I am in favour of one hour for lunch, but retaining in each room the senior to see that the clerks return on time. It should be his duty before he leaves for his lunch to see that each of the clerks on duty, in his room, has returned.

1332. Why do you select the hour between 12 and 1?—Owing to some clerks having children returning from school at 12 o'clock it is better to name that hour than to compel the clerks to have special dinners apart from their families. The younger men who board can, without much difficulty obtain their lunches or dinner at their boarding houses before 12.30, so as to be able to return at 1 o'clock.

1333. Would the hour from 12 to 1 be as convenient for the public service as the hour from 1 to 2?—I think the hour of return should not be as late as 2 in the afternoon for those clerks whose work is supposed to cease at 4 o'clock. Some would not settle down to work so well at 2 as at 1, and be inclined to put off to the following day any new work or work that could not be completed within the two hours.

1334. Would you not keep them after 4 if they had an hour in the middle of the day?—It would be hard on the clerks to take away from them an hour that they now have at their disposal in the afternoons. It would be better and easier to require their attendance at 9 o'clock in the morning than to keep them after 4. The Civil Service differs from outside employment—nothing to look forward to day by day, nothing to interest the clerks, but the same routine official work. They are in a sort of penitentiary, out of which they cannot get without fear of becoming worse off.

1335. Why should that be?—If a clerk has entered the service in early life, he wants experience and is incapable for ordinary outside employment. A clerk in a bank, professional office or a merchant's store, has friends or acquaintances occasionally dropping in and relieving the monotony by conversation on public or private affairs. He is in daily communication with the public or its interests, while the civil servant has no relief afforded him of any kind by variety, but continues day by day the same dreary routine work of his office.

1336. You do no work directly with the public?—None.

1337. As a rule members of Parliament leave committees and go to luncheon at 1 o'clock. Do you not think that any offices frequented by the public, and members of Parliament are the public, would be more conveniently vacated from 1 to 2 than from 12 to 1?—I think that leaving the seniors in the office to give the members of Parliament and others the information they require is quite sufficient.

1338. Would not a lunch hour from 1 to 2 accommodate the public better?—It might, but not the offices. The work would not go on as well if it were broken so far in the afternoon. I am referring to the work of the juniors. The seniors could go from 1 to 2, they are generally back on time.

1339. In your own department, where members come into the Secretary's Branch all the time asking about post offices and so on, would not a lunch hour from 1 to 2 be more convenient for the public than the hour from 12 to 1? What would suit you might not suit the Secretary's Branch so well?—It might be. Saturdays are the favourite days for members coming to the department, usually from 9.30 to 12. That is the time they usually make it convenient to call.

1340. You are of opinion that all your clerks should leave at the same hour, instead of allowing them to leave by halves for their luncheon?—Yes with the exception of a couple of seniors able to answer any question that may arise, or look up any papers required. They should see that their juniors return at the appointed time.

1341. What control have you over those whom you wish to leave outside of that?—If a clerk requires to go out for a short time he asks for permission, if he requires a day or two, or more leave he has to make an entry in the application book in which he gives the date of his first day's absence and the date on which he will resume his duties, the application must also be signed by an officer who is expected to ascertain that the clerk's work is not in arrears, and whom I hold responsible for keeping or making provision for having the work of the absent clerk kept up.

1342. They do not go in and out of your department of their own will?—Not out of my branch. If a clerk did I would send for him and tell him he must not repeat it.

1343. You could notice that?—Yes.

1344. You have a large room?—Yes; since December I have been provided with a second room for myself. We have not sufficient room at present for the clerks of my branch.

1345. At what time do your men leave the office?—Exactly at 4.

1346. Whether their work is up or not?—No. If a clerk's work from pressure gets behind he usually makes an early start next morning, or remains after hours. When visiting the working rooms at 4.30, I found clerks who of their own accord have stayed to finish up the work of the day or term. The right to call on clerks of all grades to remain or come back to finish up work in arrears should belong to the chief without reference to the clerks, or any increase in his pay for the work performed outside the usual office hours. Should a chief find his staff insufficient to keep the work up during the usual hours, he should report to the head of the department, who might be able to furnish assistance by withdrawing clerks from other branches for temporary assistance during office hours. In the meantime the chief should adopt means, whether by imposing extra hours or otherwise, on his own staff that would tend to prevent further accumulations, or dispose of the arrears. Failure to make immediate provision would cause trouble in any department where the work is heavy. Even indexing if allowed to lie over for several days at a time, will eventually fall so far behind that it may require extra assistance to bring it up; it should be attended to every day.

1347. If your office hours were extended to 5 o'clock, could you not get rid of the seven extra clerks that you have?—If the extra clerks were all removed, I should want within two of their full number made permanent.

1348. Even if the time was extended to 5 o'clock?—In that case I could spare two, provided there was no increase in the work. To-day I have more clerks than I want, but I shall not be in that position on the 1st July next, when the annual holiday leave commences. I could spare some of the temporary clerks very easily at times. One

employed as messenger and another as marker-off of United States orders I could not spare unless they were replaced by others at once. One of the temporary clerks is employed in assisting in work belonging to the Account Branch, but has to be performed in my office owing to insufficient room in that branch. If this work were placed where it belongs, my permanent staff and temporary staff could be reduced by two each.

1349. How long before 10 o'clock do your clerks come?—Some at 9, others at 9.15 and 9.30, others later, but all before 10 o'clock.

1350. Though you might be able to give work to those extra clerks at times only, their services are continuous?—I have more than I used to have. Having so many is a nuisance. I would rather have the boys.

1351. When you tried the boys, perhaps you would regret it?—You have to educate the grown man who is an extra clerk in his duties just the same, and many enter the service who would not have done so if it had not been for lack of ability and failure elsewhere. Lads are taken into the banks young and educated there. We require the same thing in order to obtain junior clerks educated up to a certain point, and taught early to perform their duties carefully and methodically. As a boy who could not pass his examination would have to leave the service, we should have the best to select from. Apart from annual leave, the large number of other holidays is a very disturbing element in my branch. To make up the lost time by these single holidays creates too hard work for some of the clerks. A large portion of the work must be finished and disposed of at the expiration of periods of seven or eight days, and when there are two holidays within a term all the clerks are overworked. It is only by examination of the work that the difficulty can be well understood. It would be better to reduce the number of Church holidays and increase the annual leave, which is too small, anyway.

1352. With regard to the attendance, you think if you had power to call the persons back it would not be necessary to fix the hours absolutely from 9.30 to 5?—No, if it were understood that power had been given to call back when the work was in arrears.

1353. If it were in your own business, you would not extend beyond 4 o'clock as a rule?—No; clerks are now allowed until 10 o'clock to arrive; they should be on hand at 9.30.

1354. You think three weeks insufficient leave?—Yes.

1355. What would your idea be in regard to leave?—Four weeks at the least should be granted, but not in succession, two weeks only at a time. The senior clerk should select the two weeks he desires to have between the 1st January and 30th June, and then the second clerk down to the junior should choose in rotation their two weeks holidays during the same period. Then a choice should be made in the same manner to cover between 1st July and 31st December. In our branch not over four should be allowed to select the same time, and not over two employed in the same division.

1356. Do you not think they would appreciate their vacation more if they had a month at one time instead of at two different times?—Certainly they would, but how can you provide for it in a large branch with much work and all the clerks desiring leave for the month in midsummer. Now all the holidays are crowded into a limited time, and as the work of the department must be continued, we are required to employ temporary clerks.

1357. You would be in favour of four weeks vacation instead of three?—Yes.

1358. You would let the officers select for the men instead of letting the men select for themselves?—No, I would let the clerks select in order of seniority. Any arrangements amongst themselves might be fixed afterwards. It is difficult to provide for the proper performance of work during holidays. I believe that where there is similar work for 7 or 8 men we should have a spare man on call. In some of the British offices I believe a spare man is allowed to every 12. It is very necessary to have in an office an all round man without specific duties but able to take up at a moment's notice the work of any clerk who may be absent.

1359. Would you give an equal leave of absence to all classes, the same to the first-class clerk as to the junior third?—I would grant an extended leave at his convenience of two weeks to a clerk above the second-class providing it did not interfere with the work of the office.

1360. Have you any ideas with reference to superannuation?—Not the slightest, I do not know the principle upon which the present system is based, now how it originated.

1361. Do you think such a system necessary in the interests of the public service?—I think it is, but I cannot recommend any improvements or change, and think it is better to let remain as it is.

1362. Do you think it should be applicable to all classes?—Yes.

1363. Have you anything to suggest as to the working of your own department?—Yes. Instead of Inspectors withdrawing cash from Bank to supply the demands of postmasters on Money Order account, it should be arranged so that the remittance should be made by the bank direct to each postmaster, named by the inspector in a cheque drawn against his credit and made payable to the Bank's order. Three cases have arisen where trouble would have been avoided if withdrawals of cash had not been made, and the bank had acted as intermediary for remittances as they practically now do in cases when postmasters are granted bank credits. As far as the Money Order and Savings Bank business is concerned, I think it is absolutely necessary that there should be a daily return from each office where either business is transacted, in fact there should be daily returns from every accounting office whether attached to the Post Office, Customs, Inland Revenue or any other of the Revenue Departments.

If daily accounts were furnished by all offices it would be a great assistance in preventing irregularities and keeping a proper check and control over the cash as soon as received. The bulk of our postmasters now report only four times a month, each account embracing a period of seven or eight days. They are required to remit their surplus funds daily, but it is found that at times some will retain the whole receipts of the specific period until the last day, or later, sometimes having made use of the money to keep themselves out of difficulty. Temptation is thrown in their way that, to a certain extent, would be avoided if the making of a daily return was compulsory.

1364. How could you apply that to offices where they have only an odd transaction now and then?—In the British office they require a "Nil" to be sent and recorded, so that it may be known no return has gone astray or been lost. Another thing I would suggest is that whenever a department or branch receives a cheque, draft, or money order, due bill or any promise to pay, it should be transmitted at once and directly, to the Receiver General instead of cashing it, and that the banks should report to or inform the Postmaster General whenever they found a draft, bill or cheque in favour of the Government Department, or any of its offices, unpaid and outstanding at the expiration of six months.

The system of book-keeping is not the same in all departments, nor are those entrusted with the books always educated and practical book-keepers, but may have been superior ordinary clerks who have gradually by advancement in their offices been placed in charge of the books and been called to act as book-keepers of accountants.

The result is that when serious complications arise they find it difficult to explain the object or reason for some of the entries made by themselves or their predecessors.

So far as practicable there should be one uniform system of book-keeping for all the departments and a chief book-keeper should be appointed whose duty it should be to supervise the book-keeping of every department. After establishing a thorough system and putting it into effect, he should visit each office as often as possible, examine entries and results, give suggestions and instructions, and see that no portion of the work is in arrears. He would also be invaluable for consultation by some of us chiefs not well versed in the modern and most approved system of double entry book-keeping.

Under the present system while the Finance Department and the Auditor General can arrive at the exact sum total received and paid into the credit of the Receiver-General, and the total of disbursements each year, I doubt if they are in a position to

render a statement showing correctly the sums held in cash, money order, cheques or drafts by the several departments not transferred to the credit of the Receiver General or the amounts due the Government, outstanding or uncollected. The officer appointed should be a thorough book-keeper and adjuster and should be paid a large salary.

1365. More than the deputy heads?—The deputy heads should be well paid and in no instance a less sum than is given any person attached to his department or in its service.

There is another point touching on excessive payments to contractors. A contract board should be created to deal with all and every contract made on behalf of the Government no matter what department might be interested or affected. It should be composed of three good men permanently appointed, and to it all specifications should be submitted and all tenders sent direct unopened. The board should take under consideration each contract and report on it to the Treasury Board before it was submitted for action to the department interested.

Referring again to the interests of the Post Office Department, an account should be kept showing the amount of correspondence or other mail matter carried annually by the Post Office for each of the other departments and the public service generally.

A report of this kind is made by the British Post Office and shows that the correspondence carried last year for the House of Commons weighed only 161,296 ounces, while the correspondence for the Inland Revenue weighed nearly twenty million ounces, the exact weight being 19,763,321 ounces. A record is kept of the total weight carried for the public offices and last year it was nearly forty-seven million ounces.

1366. What good purpose would be served by that?—It would be known how much mail matter is sent from and to Ottawa, franked or free, and the public would be aware of the value of work performed by the Post Office for other departments without equivalent or appreciation, and why the revenue of the department is always over half a million less than its expenditure.

The Government railways charge us over \$125,000 for carrying mails over their roads, but we receive nothing for carrying their correspondence, we actually pay these railways for carrying their own mail matter.

I think that portion of the Audit Act regarding the personal responsibility of Government employees, if money is lost through their inaction or negligence, should be made as widely known as the allegiance oath or the oath of office at least.

Every public officer should be made aware and understand his responsibility if public money is lost through his negligence, inattention or inaction. There are public officers who are under the impression that if a loss occurs that might have been prevented if they had acted promptly all the punishment they will receive is a reprimand for negligence unless it can be shown that they profited personally by the loss.

As to sick leave, I understand that it is the intention to have it granted hereafter only by Order in Council. I believe it would be better if it could be granted for a limited period by the deputy head, but subject to a medical certificate if exceeding three successive working days.

1367. To what extent of time would you allow the head of a department to grant the leave?—Not exceeding one month. I have recently been looking up the procedure of the British office regarding sick leave and find that an Order in Council was passed in 1890 which states:

“Sick leave may be granted by the head of a department to any officer serving in such department subject to the following conditions, viz:—

“(1) After two days continuous absence, a certificate by a duly qualified medical practitioner shall be required.

“(2) If the number of days during which any officer in any year is absent without such medical certificate shall exceed seven in the aggregate, the number of days by which such aggregate period of absence exceeds seven shall be deducted from the amount of ordinary annual holidays allowed under this Order.

“(3) Continuous sick leave on full salary shall not be granted for any period longer than six months, but at the expiration of such six months the head of the department

“may at his discretion grant further leave, with salary at half the ordinary rate for any period not exceeding six months. After twelve months' continuous sick leave no officer shall be paid any salary except with the consent of the Commissioners of the Treasury, who may at their discretion, in special circumstances, allow payment of salary during any further period of sick leave at a rate not exceeding the amount of pension (if any) for which, at the expiration of twelve months' sick leave, the officer would have been qualified.

“Cases of repeated but not continuous sick leave, amounting in the aggregate to upwards of twelve months, during eighteen months, shall be reported to the Commissioners of the Treasury, who shall decide the payments, irrespective of salary, to be made during such sick leave.”

I think that when in our department the number of days absence during the year without certificate exceed six or eight, the days in excess shall be deducted from the annual leave.

1368. If you do not put a barrier to that you, like every one else, will suffer from leave of absence?—As it is now, if a man is reported to me as sick, I mark him “ill” in the attendance book, and I do not demand a medical certificate unless he is sick for an unusual time.

1369. But you may have a man with rather a complaisant doctor, and he may have a little diarrhoea, or something of that kind?—Yes. A couple of months ago, a clerk, on arrival in the morning, reported that a member of his family was down with diphtheria, or scarlet fever or something similar. I directed him to return home immediately, call in a doctor and send me a certificate. It proved to be a case of serious contagious fever that had to be put under quarantine. If I had continued the clerk at his duties until I could have applied and obtained an Order in Council, probably the fever would have been communicated to other clerks and their families. He had to remain at home several weeks.

1370. Do you think transfers from the outside to the inside service are advisable?—I think that when a chief officer discovers a man employed in the outside service, who to his knowledge exhibits extra cleverness and ability, and a man of that kind is required for special and very important duties in his office, he should be allowed to secure that man's services by having him transferred to the inside service for trial and permanent appointment, if he was found satisfactory. There have been many good men in the outside service who would have been found after trial invaluable in the inside service. In the city post offices and custom houses you can find men equal to, if not superior, to some in the inside service of their departments, and who, from having been located in business centres, mixing with the public and knowing its wants, and having a knowledge of commerce and business transactions, could render valuable assistance in many directions, if placed in the inside service.

1371. The transference should always be done with the consent of the chief permanent officials of the departments?—I think that a portion of the clerks required for the inside service of our department should, on appointment, be placed at first at duties, in the outside service, with the understanding that they should work their way by gradations to the inside service. With the knowledge of the details of the department acquired in post offices, as railway mail clerks, and finally in inspectors' offices, they would prove of more advantage and value in most instances than some of the men who have been pitchforked into the inside service without any experience whatever.

1372. At the same time you would safeguard that by having the consent or recommendation of the chief permanent officer?—Yes.

1373. You would not allow a railway mail clerk, for instance, who wanted to come indoors, to fish about and get a man to exchange with him who wanted to go outdoors, and use political influence for that purpose?—No, but if I found a railway mail clerk of superior intelligence and specially fitted for some important duty in my office, and was unable to select from my clerks any one suitable for that special duty, on my recommendation to the deputy the mail clerk should be transferred to my office for a time to enable me to ascertain if he would suit.

There is one class of employees of our department that I consider hardly treated. It is the postmasters of the small offices throughout the country. We have over 8,000 post offices and pay a ridiculously small amount annually to many of the men who occupy them.

Some postmasters despatching daily a bag of mail matter and receiving another, sorting and delivering its contents piece by piece, furnishing office room, fuel, light and their own stationery, receive for all the work and facilities given the public the miserable pittance of from 50 cents to a dollar per week. There is something wrong in increasing the number of offices to such an extent as to render it an excuse for not paying a worthy class a proper remuneration for their time and work.

1374. Is there not always a competition to get new post offices?—Yes, and they are usually created whenever the people in the neighbourhood want one if backed with the recommendation of their member, I think seldom less than one hundred a year new offices are made. If a newspaper canvasser secures a dozen subscribers in a neighbourhood where there is no post office within two or three miles, he will bring what influence he can bear to obtain a new post office in the immediate neighbourhood of his subscribers. We get no revenue, or a very small one, from such offices, as newspapers are now carried and delivered free from charge. This should not be. Over five thousand tons weight are carried and delivered, paper by paper, annually, without the department or postmasters receiving the slightest remuneration for this class of mail matter. The department supplies the bags or sacks for transmission and pays the wear and tear on them, which alone is a heavy charge. It would be difficult to re-establish even the insignificant impost of one cent per pound, but newspaper proprietors should be asked to give some equivalent for the work we do for them. They are like the Government railway, pay nothing to the department for its services, but charge excessive prices for any services performed for the department.

I would suggest that all newspapers and periodicals permitted to go free in the mails should be required to insert all Government advertisements and notices affecting the public free of charge. I do not know the sum paid annually by the Government to newspapers, but whatever sum it is it would not be more than a fair equivalent for the work performed by the department for the publishers. The result of such an arrangement would prove beneficial to the general public, as Government advertisements and notices would be seen by everyone when published in all papers regardless of politics. The freedom and independence of the press would not be decreased.

I think the present system of paying postmasters of small offices should be discontinued. I would allow them ten cents for each mail bag made up and dispatched, and the same for each received, sorted and distributed. In addition I would grant them one quarter of a cent on each postage stamp of three cents or over, and one tenth of a cent on all denominations under three cents sold to be used on mail matter to be despatched from their offices.

MONDAY, 4th January, 1892.

Mr. FREDERICK WHITE, Comptroller of the North-West Mounted Police, was examined.

I have been Comptroller of the North-West Mounted Police since 1st July, 1880.

1375. Give the number and cost of the permanent staff at Ottawa of the Department of which you are deputy, in 1882 and 1891, respectively. Also, number and cost of extra clerks or other officials in all its branches, whether paid out of Civil Government

funds or otherwise, in 1882 and also in 1891?—In answer to this question I submit the following statement :—

	No.	1882.	No.	1891.
		\$ cts.		\$ cts.
Permanent staff.....	5	4,600 00	6	8,490 00
Paid from Mounted Police Appropriation.....	5	2,431 50	9	5,438 25
Total.....	10	7,031 50	15	13,928 25

Included for 1891, as paid from the Mounted Police Appropriation, are two men, one a sergeant of the force who has been temporarily employed at Ottawa and will return to the North-West immediately, and the other, a packer, whose services will be dispensed with in a few days : this will leave the comparison :—

	No.	1882.	No.	1892.
		\$ cts.		\$ cts.
Permanent staff.....	5	4,600 00	6	8,490 00
Paid from Mounted Police Appropriation.....	5	2,431 50	7	4,288 50
Total.....	10	7,031 50	13	12,778 50

For the theoretical organization of the Department I would recommend :—

1st. To be paid from the vote of Civil Government :

- 1 Deputy Head.
- 1 Chief Clerk.
- 1 First-Class Clerk.
- 4 Third-Class Clerks.
- 1 Messenger.

2nd. To be paid from the Mounted Police Appropriation :

Five members of the force, for checking Quartermaster's returns from the various posts and detachments in the North-West. Receiving, examining, marking and shipping stores, &c.

By this elastic arrangement, I could keep the Quartermaster's department in the North-West supplied with clerks who have been instructed in their duties at Ottawa, uniformity would be assured and much correspondence which is now necessary in connection with the inaccuracies would be avoided.

1376. How should the Board of Civil Service Examiners be constituted, and what should be their powers?—There should be a Board of Civil Service Commissioners entirely free from political influence, and with powers similar to those of the Civil Service Commissioners in England.

1377. Should all appointments be the result of competitive examinations? What, if any, appointments should be made without examinations? Should there be an age limit in cases of all appointments; and state what, in your opinion, the maximum and minimum ages should be?—Appointments, except those requiring professional qualifications or technical knowledge of an exceptional character, should be the result of competitive examinations. For appointments, other than professional or technical, the minimum age should be 15 and the maximum age 25.

1378. Should deputies be appointed during pleasure or during good behaviour? Should their responsibilities and powers be extended, and if so, in what direction?—

Appointment during good behaviour would place a deputy in a more independent position than appointment during pleasure. Their responsibilities and powers should be more clearly defined, particularly the latter.

1379. Should there be any third-class clerk at all? If so, what should be the limitation as to salary? Is the present maximum—\$1,000—too high? Should there be an intermediate class, ranking lower than second and higher than a third?—Yes, there should be third-class clerks with minimum salary \$600 and maximum \$1,000 per annum. Also, a lower or junior grade with a salary from \$300 to \$600.

1380. In adding for optional subjects should there not be some understanding that the optional subjects were necessary in the duties of the office to which the appointment is made?—The addition should be limited to such optional subjects as are necessary in the duties of the office to which the appointment is made.

1381. Are the recommendations for increases of salary always made with due consideration, or are they in a very large measure perfunctory?—It is generally accepted in the service that good conduct and attention to duty entitle a man to the annual increase without increased duties or responsibilities.

1382. Is it desirable to have an annual fixed date at which all increases of salary should take effect?—An annual fixed date would be better for general increases, provided that officials promoted in the interim would not lose the benefit of the broken period.

1383. Should there be general preliminary examinations for all departments, or should there be special preliminary examinations for each department?—The preliminary examination should be general for all departments, as evidence that a candidate is qualified for the public service. If special subjects are required for any particular department, the candidates selected to fill vacancies therein might be required either before or during the probationary period to pass examination on such subjects.

1384. How and by whom is the selection made from the list of qualified candidates in your department? Did you ever report against an official during the term of probation, and was another trial allowed as provided in section 36, sub-section 2?—When vacancies have occurred, my Minister has given me the names of qualified candidates from which to select. I have never reported against an official during the term of probation.

1385. What is the practice in your department in regard to the appointments of persons having professional or technical qualifications?—No appointment of an official having professional or technical qualifications has been made in the inside service, so far as relates to the Mounted Police.

1386. Is it desirable to have promotion examinations, or if not, what would you recommend to be substituted?—On a report of the deputy head, concurred in by the head of the department, that the next in seniority is qualified and in every way worthy of advancement, the promotion examination should be dispensed with, otherwise an examination is desirable.

1387. Have promotions in your department been made only when vacancies were to be filled, or has it happened that an officer has, while continuing in effect to perform the same duties, been promoted to a higher class?—Promotion has been made of an officer who continued to perform the same duties, though largely increased and carrying greater responsibility.

1388. Is it desirable to make the Civil Service Board a yearly estimate of the vacancies likely to occur during the year?—Such an estimate is at best unreliable. It has also a tendency to prematurely expose plans which the head of the department may have for reorganizing the staff of his department.

1389. If promotion examinations are deemed desirable, should the officers earning the higher number of marks be the successful candidates, or should the promotions be made on the report of the head of the department, based on the recommendation of the deputy head?—The highest number of marks should not entitle a candidate to promotion. Although qualified by education and general knowledge, he might lack system or aptitude for conducting the duties of the particular office, or be constitutionally unfitted for the direction and control of others.

1390. Should not promotions be made by Order in Council?—Promotions should be made by Order in Council.

1391. Did the head of the department reject a man who has been promoted?—The head of my department has never rejected any man who has been promoted.

1392. Has any official in your department after being promoted turned out to be incapable, and was the attention of the head of the department called to the case, and was such promotion cancelled?—No official in this department has, after being promoted, turned out to be incapable.

1393. Have you at any time by your certificate in the promotion examination enabled a candidate to pass whom you deemed unfit?—I have never by my certificate in the promotion examination enabled a candidate to pass whom I deemed unfit.

1394. Did you ever in respect of the efficiency marks give a less percentage than 30 per cent. in the case of any candidate in your department seeking promotion?—I never gave a less percentage than 30 per cent. to any candidate seeking promotion.

1395. Should not exchanges of positions be made on the report of the deputy heads of the departments concerned?—Exchanges should be made on the report of the deputy heads, concurred in by the heads of departments.

1396. Are exchanges ever made for the convenience of officers and not for the benefit of the departments concerned?—I am aware of exchanges being made for the convenience of officers, and assume that the departments concerned have not suffered, otherwise the exchanges would not have been sanctioned.

1397. Should the temporary clerk or writer class be extended, or limited or abolished?—The temporary clerk or writer class should be extended, the selection being made from those who have passed the preliminary examinations.

1398. Have you given any thought as to the desirability of having a junior division or boy copyist class?—I am strongly of the opinion that much good would result to the service by the establishment of a junior division or boy copyist class.

1399. Under the present system, in what manner do you ascertain the necessity of employment of extra clerks?—The employment of extra clerks is regulated entirely by the demand from time to time. It would be more advantageous in many cases to give the extra work to the permanent clerks who are familiar with the routine and the requirements.

1400. Have you any women clerks employed in your department? Are they generally efficient, and are there any branches in your department in which women clerks could be exclusively employed?—No women clerks are employed in this department.

1401. Should there be a general provision for equal leave of absence for all classes or should not length of service, nature of appointment and responsibility of office be factors in considering the extent of leave to be given?—The present provision, viz. :—Not exceeding three weeks in each year, is sufficient for the service generally, and leave to that extent should be compulsory, but the head or deputy head of a department should have discretionary authority to increase the period to not exceeding six weeks.

1402. Should there be a limit, and if so what, in the case of leave on account of sickness?—Leave on account of sickness should be dealt with specially, on the merits of each case, prolonged leave being authorized by Order in Council.

1403. Has the business of your department suffered, and to what extent through the granting of leave of absence to officers on account of sickness or otherwise?—The business of this department has not suffered in consequence of the granting of leave on account of sickness or otherwise.

1404. In your department have any abuses prevailed as to the granting of leave of absence?—No abuses have prevailed as to the granting of leave of absence.

1405. Should there be a system of fines for small offences?—There should be a system of fines for small offences.

1406. Is it desirable to re-instate an official who has resigned his appointment, without the recommendation of the deputy head?—An official who has resigned his appointment should not be re-instated without the recommendation of the deputy head.

1407. Should any test of competency to perform the required duties be shown, and is it necessary to appoint at the same salary?—A test of competency should not be necessary if a deputy head on recommending the re-instatement of an officer reports that he is in every way qualified and competent to perform the duties of the office previously vacated by him, or the duties required of him on his reappointment.

1408. Do you strictly observe the law regarding the attendance book? Do all your officers sign the book? How do you deal with those who are late in attendance?—The law respecting the attendance book is observed. In case of late attendance I satisfy myself as to the cause.

1409. Have you any suggestions to offer as to the Civil Service Act in general, or as to your own department in particular in connection therewith?—The provision of the Civil Service Act requiring clerks to commence at the minimum salary of their class could be amended with advantage by leaving the salary to be fixed by Order in Council. This would be met to a certain extent by raising the minimum of a third-class clerk. There should be some provision for granting extra pay to clerks, such as the shorthand writers of deputy heads, who are required to remain after the usual office hours.

1410. Have any persons found their way into the service of your department, who either from defects existing at the time of their appointment, or from advanced age or from bad habits, are ineligible for retention in the service?—One extra clerk who has been employed in this office for the last three years is ineligible for permanent appointment on account of age, he, however, is qualified for the outside service, and an exchange is now being negotiated.

1411. Has the work of your department increased beyond the capacity of the permanent staff, and if so, has it led to the employment for lengthened periods of temporary clerks, and has the rate of remuneration of these temporary clerks been increased from time to time?—Yes. The work has increased far beyond the capacity of the permanent staff. The difficulty has been overcome by the employment at Ottawa of members of the Mounted Police Force. In 1882 the Mounted Police Force was increased from 300 to 500 men, and in 1885 from 500 to 1,000. I think the deputy heads of departments should have periodical meetings for consultation and the preparation of suggestions for the consideration of the Government respecting the working of the Statutes affecting the service and the rules laid down thereunder.

1412. Is it desirable for officials to sign the attendance book when leaving the departments for any purpose?—Officers should sign the attendance book when leaving the department for the day.

1413. In your opinion are the office hours, 9.30 a.m. to 4 p.m., sufficiently long, or could they be extended in your department with advantage?—The office hours should be 9 a.m. to 4 p.m. with an intermission of one hour for luncheon, and it should be distinctly understood that the deputy head of a department can require the officials and clerks thereof to remain after 4 p.m., when and so often as pressure of work may demand it, without extra pay.

1414. Have any abuses prevailed in your department as to the length of the working hours?—No abuses have prevailed as to the length of the working hours.

1415. Is it desirable that the officials should leave the department for luncheon?—It is desirable that a distinct time should be set apart for luncheon.

1416. Do all your officers leave for luncheon at the same time; if that is the practice, is an arrangement made whereby the business of the department does not suffer through their absence. What length of time is given for luncheon?—The officers and clerks do not, at present, all leave for luncheon at the same time, care is taken that the business of the department does not suffer through their absence. One hour is allowed.

1417. Do you take care to ascertain that the length of service recorded in the Civil Service list is correct in the case of the officials attached to your department, and that in case of those officials who come under the provision of the Superannuation Act such service is only entered as would be counted for superannuation?—I have not taken care to ascertain that the length of service recorded in the Civil Service List is correct, and that such service is only entered as would be counted for superannuation. I have

always assumed that the establishment book kept in the Audit Office was the basis for checking service for superannuation.

1418. In your department are the officials generally aware of the Treasury Board Minute of the 28th January, 1879, respecting the use of political influence; is its spirit generally observed; and in case of infraction has the attention of the head of the department been called thereto?—The officials are aware of the Treasury Board Minute respecting the use of political influence, but I fear members of Parliament and others having political influence, are not.

1419. Is it desirable that a fixed daily allowance be given for travelling expenses, or would it in your opinion be preferable to reimburse the actual outlay incurred?—The actual outlay would have been more in my pocket than the fixed daily allowance for travelling expenses, but the furnishing in detail of all items of expenditure leads to so many disputes as to what should or should not be allowed, that I am decidedly in favour of a fixed allowance.

1420. Do you make in your department the same allowance for travelling expenses to all classes of officials and for all services; or do you discriminate and to what extent?—The allowance to the permanent officials of the inside service is \$3.50 per day. The Commissioner of the Mounted Police receives the same, and other officers of the force when on duty for short terms east of the Territories also get \$3.50. In the Territories the allowance to the Assistant Commissioner and other officers employed on inspection duty is \$3.00 per day. To officers employed in the territories but absent from their districts, the rate is \$2.00 per day.

1421. In your opinion is a Superannuation Act necessary in the interest of the public service? If you deem it necessary, do you consider it advisable to restrict the operations to certain classes of officials having distinctive duties or otherwise? What change, if any, would you propose as regards the officials of your department?—A Superannuation Act is desirable in the interest of the public service.

1422. Do you consider the ten-year term sufficient, or would you increase the number of years to be served before an annuity be granted?—The term necessary for the granting of an annuity should be somewhat increased and the provision for one month's pay for each year of service increased accordingly.

1423. Do you consider as a rule the age of 60 years to be a proper age for retirement?—An officer should be able to claim retirement at 60 and should be compelled to retire at 65.

1424. Would you grant the option of retirement to any official who wishes to retire from the service, and at what age should this option be fixed?—Any officer should have the option of retiring from the service at any time, and of withdrawing from the superannuation fund the amount contributed thereto by deduction from his pay.

1425. Should any term, in your opinion, be added to the actual term of service of any official to be superannuated, however he may have been appointed?—If a term be added, do you consider it advisable to regulate such addition by confining it to certain offices designated and by requiring a certain length of service before such additions can be made?—I do not think any term should be added to the actual service except in special cases, professional or technical; the term to be added in such cases should be specified at the time of appointment, but not permanently added until after 15 years' service.

1426. In your department has the additional term or portion of additional term been granted solely to officials appointed to high offices for technical qualifications, to officials whose office has been either abolished or who have been retired for reasons of economy; or has the additional term been granted in any case to officials, who entered the service after the age of 30 years, and who never did anything but clerical work?—No years have been added to any official of this department.

1427. Do you consider it proper that abatement for superannuation purposes be deducted from the salaries. If so, do you consider the present percentage sufficient or do you consider that it would be desirable, in the interest of the public service, to increase the percentage in order to provide (a) that, if no superannuation takes place

through death or any other cause, the official or his representatives, should be reimbursed for the abatements deducted from the salary; or (b) that the officials who are superannuated might have the alternative of accepting a commutation in lieu of superannuation to the extent of the abatement paid by them?—I see no objection to the abatement for superannuation purposes from the salaries provided the official, or, in case of his death, his representatives benefit thereby.

1428. Would it be desirable to have a system of insurance in connection with superannuation?—I consider it most desirable that there should be a system of insurance in connection with superannuation.

1429. In case of dismissal or resignation, in your opinion should the abatement deducted from salaries for superannuation purposes be refunded?—In case of resignation or dismissal an officer should be entitled to the abatement deducted from his salary for superannuation purposes.

1430. In your department has it ever been recommended that a diminution of the allowance should be made on account of the services of an official having been considered unsatisfactory?—No.

1431. Do you deem it advisable to allow any extra term of service to any officers removed to promote efficiency or economy, or for any reason at all?—Where an officer is deprived of his office to promote economy, I think he is entitled to an addition of an extra term of years.

1432. When once a superannuation is effected, do you consider it desirable to retain the power to call back to the service the person superannuated, and at what age would you place the limit?—When once a superannuation is effected it should be final, and the superannuated officer should feel safe to embark in any enterprise by which he could supplement his retiring allowance, without fear of being at any moment called back to duty in the public service.

1433. Is your department divided into branches; give particulars, including the name of the person in charge of each branch; the number of officials in the same, grading them and describing generally how the duties are allotted in each branch? What is the method employed in your department for the collection and deposit of public moneys?—The work of my department is not divided into distinct branches, but is classified for convenience and in my absence is under the general supervision of Mr. Fortescue, a first-class clerk. The registers and general correspondence fully occupy four junior clerks—two permanent and two extras. The accounts are kept by Mr. A. Fisher, a second-class clerk, with an assistant.

1434. Give a general idea of the method employed in controlling the expenditure of your department?—The expenditure is controlled by myself, with the assistance of the Commissioner of the force. We discuss together the requirements and such expenditure is authorized as is necessary for the efficiency of the service. In a force scattered over such large areas and having such varied duties to perform it is necessary to give officers commanding districts limited discretion. Accounts for liabilities incurred by them are sent to the commissioner monthly, and if he is satisfied that the service was necessary and that the charges are reasonable, payments are made either by departmental cheques or by cheques issued by the commissioner at Regina.

1435. What system of purchasing is adopted in your department?—Purchases are made, as far as possible, by contract, based on tenders invited by advertisement. Supplies are not paid for until the proper officers have certified that they have been received into store, and that they are in accordance with the terms of the contract.

1436. What is the system followed in the issue and receipt of stores?—Stores are issued on requisition, signed by the proper officer. Returns, accompanied by the requisition, are forwarded, some monthly and others quarterly, to the department. The stores and quartermasters' returns are in charge of a staff-sergeant of the force. The duties fully occupy the time of this staff-sergeant, two clerks, one carpenter and one packer, and occasionally an extra man to assist in handling stores.

1437. How are contracts generally awarded in your department?—Contracts are generally awarded to the lowest tender; exceptions to this rule are of seldom occurrence.

1438. In addition to his salary, is any official in your department in receipt of any additional allowances or perquisites, and, if so, please state particulars?—No official in the inside service is in receipt of any additional allowance or perquisite; such allowances are made to the members of the force who are on duty in Ottawa.

1439. Is it possible, in your opinion, to reduce the expenditure on account of the services under the control of your department without impairing their efficiency, and, if so, state in what way?—It is not possible at present to reduce the expenditure under the control of this department.

1440. In your department have any abuses prevailed in connection with the supervision of payments?—I am not aware of any abuses having prevailed in connection with the supervision of payments beyond trivial matters, such as are inevitable in all business transactions.

1441. What do you think of the proposition of paying all deputies the same salary?—I think they should be graded.

1442. Would you care to express an opinion as to the maximum limit of their salaries?—The maximum should not be less than \$4,500.

1443. In regard to the question of suspension you know that you have the power to suspend if your Minister is not in Ottawa, but not if he is here. Do you think it would be desirable for a deputy to have the power of suspension in any case?—I think a deputy should have the power to suspend any one up to the grade of chief clerk. In the case of a chief clerk, the question should be referred to the Minister, but for the general discipline of the department, the deputy should have the power of suspension up to that rank.

1444. How many men have you?—We have authority to employ one thousand and seventy men. We have at present about one thousand and ten.

1445. Give us an idea of the organization of the outside service.—The force is divided into ten divisions of one hundred men each, each division is commanded by a superintendent with two inspectors. The superintendent holds rank equivalent to that of captain, and the two inspectors rank equivalent to that of lieutenants. The force is divided up into districts. Some districts are as large as a province. The men are scattered in detachments of three or four over the district. There is one commissioner and one assistant commissioner over the whole force. The duty being so much in the field, adds largely to the expenditure. They control the whole frontier from Red River to the Mountains.

1446. What is the total expenditure?—About \$750,000 per annum. For the four years ending the 30th June, 1878, it was, per man and horse, \$1,149; for the seven years ending 30th June, 1885, it was \$1,074. For the year 1885–86, which was the rebellion year, the cost was \$1,354 per man and horse. For the three years from 1886 to 1889, it was \$825. For 1889–90 it was \$753; 1890–91, \$740. For the present year the cost will not exceed \$700, and I hope next year to get it down to \$650.

1447. Is the reduction due to the diminution in price of the commodities of life?—To a certain extent. It used to cost more to get supplies there. We are able to exercise a better control every year. There is more work in many divisions, but when men are a long way from supervision, it is a very difficult thing to check them. Then the theory is prevalent in the North-West, "Oh, it is only the Government, no matter about the cost." I have men employed from time to time compiling statements of expenditure, as near as possible by districts, so that I can see where there is excessive expenditure. As I say, I hope to bring down the cost next year to \$650. Then it must be remembered that the work is not exclusively constabulary work. In the early days the police force did work for every department until the business developed and the departments were able to assume it for themselves.

1448. Where are your headquarters?—At Ottawa.

1449. Do the police prosecute offenders against the liquor law?—Yes, and against all Dominion laws; they enforce the timber regulations on the frontier and keep down prairie fires. All the superintendents and such of the inspectors as are specially appointed, are justices of the peace.

1450. Have you appointed any official to the permanent staff since the passing of the Civil Service Act?—Yes, a messenger.

1451. Did he pass the examination prescribed by the Act?—Yes.

1452. You have nine men paid out of the Mounted Police appropriation?—Yes.

1453. Is that to get round the Civil Service Act?—To a certain extent only. It is an advantage to have these men here. Having become familiar with the system here, we can send them to the North-West at any time to take charge of the quarter-master's stores or books. One of these men will return to the North-West very shortly to take charge of the quarter-master's books at Regina.

1454. Do you think the employment of policemen at clerical work at Ottawa is in strict accordance with section 2 of your Act?—It has always been done.

1455. Do they get extra pay for over-time?—Yes, two of them at the rate of 50 cents an hour.

1456. When do the hours begin?—At four o'clock, but these men get no allowance in lieu of rations and quarters.

1457. In the North West they would get their pay and rations?—They would get their pay, and while on duty here they would be entitled to an allowance in lieu of rations and quarters and to stop work at four o'clock, the same as the others. By putting it in the shape of extra pay I can command their services, and although it comes to a little more in the end I get a great deal more work out of them.

1458. What is the amount of your vote for civil government contingencies?—We have no civil government vote for the purpose. They have always been paid out of our own contingencies.

1459. Would it not be better to take a vote for civil government contingencies to do your work here?—It might be.

1460. Have you any policemen doing clerical work at Regina?—Yes, all clerical work there is done by members of the Force.

1461. Is their occupation described as clerical in the payments?—On the pay-lists they are shown as sergeants, corporals or constables.

1462. Do they employ clerks outside, or do they utilize the Force?—They utilize the Force.

1463. You mentioned boy copyists, it is presumed there would be an age at which they would cease to be employed in that capacity?—Yes.

1464. What age would you suggest?—About 18 years.

1465. You mentioned that you were in favour of refunding the superannuation abatement in the case of the dismissal of a public employé?—I consider that the superannuation deduction is so much taken from the pay which has been voted by Parliament and authorized by Order in Council.

1466. Supposing he had committed an offence against the laws of the country—suppose he had stolen something outside for which the Government would have to dismiss him and the courts would punish him, should the Government further punish him by keeping his money?—No, if he does not benefit by superannuation, he should get back the amount contributed by him to the fund.

1467. Would you agree to this; that each one should pay an amount sufficient to make it approximately self-sustaining?—Yes, but the Government should add something from public funds. Much of the superannuation vote in the past has been paid to men who never contributed a cent—men who had earned their superannuation before the Act became law.

1468. But you think that the contribution should be returned to one who resigns, or to the representatives of one who dies?—Certainly.

1469. And that the Government should make some contribution towards it annually in the interest of the public service, and that the balance should be raised by a percentage which would make the fund self-sustaining?—Yes.

1470. Do you regard the force as a civil or military force?—A civil force something analogous to the Irish constabulary. Our Minister is the Hon. J. J. C. Abbott. With the exception of two years, the force has always been under the charge of the Premier.

1471. Would it not add to the better control of the force if it were attached to one of the departments, for instance, to the Department of Justice?—I do not know that it would add to better control, it might be more convenient in connection with the magisterial and purely police work. When the force was organized, it was under the control of the Minister of Justice, who was also Premier.

1472. You have in this year's appropriation a promotion for your first-class clerk and your second-class clerk?—Yes.

1473. That has not been carried out to the end?—No.

1474. Would you explain why, when the country is brought so close to Ottawa by easy communication, it is desirable that these officers should be promoted?—The fact of the railway bringing the country nearer Ottawa has increased our work very much, and I propose to transfer a great deal more work here. Many payments are made at Regina which I propose transferring to Ottawa, also more direct control of the stores, by which I hope to save a great deal of duplicating. It will increase the work here, but it will result in economy and benefit to the service in the end.

1475. Is your second-class clerk the accountant?—Yes.

1476. Of course increased work would be thrown upon him in consequence?—Yes. He is at the maximum of a second-class—\$1,400.

1477. Your duties frequently call you to the North-West?—Yes.

1478. Do you not think \$1,400 is a pretty good salary for the accountant?—This official has had no increase for five years.

1479. You say that during the period since this man was appointed the force was increased from 300 to 1,000 men?—Yes. He went in as junior second-class clerk. I may add with reference to Mr. Fortescue that my duties call me to the North-West a great deal, and he has entire charge of the office during my absence. I think he should have the rank of chief clerk.

1480. Is it not possible to reduce the number of your force now that the country is being settled up?—Not at present. As municipalities are organized and the districts provide their own police supervision, we shall be able to do so in the settled portions. There is a large area north of the Saskatchewan River yet to be developed, and the force may be required there.

1481. You have full returns of every description sent to Ottawa?—Yes.

1482. You know exactly where every man in your force is at the present moment?—Not exactly, but within a reasonable radius.

1483. Do you know the amount of stores at each depot?—Yes.

1484. After the month's expenditure is completed, how long is it generally before you send in the vouchers to be audited?—Sometimes three months, sometimes longer.

1485. Why the delay?—It takes a long time to get accounts in from the outlying districts. It is frequently a month or six weeks before vouchers are completed. The accounts for July, August and September, are now ready for the Auditor General. They have been waiting my return from the North-West.

1486. In regard to the stores, is not a periodical examination made of the stock at the various depots?—Yes; boards are held periodically.

1487. Who compose these boards?—The boards are composed of a senior officer and one or two junior officers. These boards are supervised by the Commissioner or Assistant Commissioner.

1488. Are they always the same men?—No.

1489. You grant a letter of credit to your Commissioner on the Bank of Montreal at Regina?—Yes; for the pay and many other accounts. In some cases contract accounts for forage, &c., but that is part of the work I propose to bring to Ottawa.

1490. Does he sign the cheque alone?—No; a Superintendent acts as Paymaster, credit is given in favour of the Commissioner and Superintendent, and the cheques are signed by both. In the first place there is a board to certify that the articles have been supplied according to contract. The Quartermaster certifies that they have been received into store, and that they are in keeping with the terms of the contract. Then the Commissioner certifies to the accounts, and the Paymaster makes out the cheque, signs it himself, and sends it to the Commissioner who also signs it.

1491. How are the officers of the force appointed?—By Order in Council on the nomination of the Minister.

1492. No examination of any kind is required?—No.

1493. Are you aware that the cadets of the Irish constabulary have to pass an examination?—I believe they do.

1494. Amongst other subjects, in the principles of law and the law of evidence, do you not think it desirable for officials employed in the preservation of law and order that they should know something of these subjects?—It is desirable, and they acquire a knowledge by practice and lectures at Regina.

1495. They know nothing of it previous to their appointment?—Legal knowledge has not been made a condition of appointment.

1496. Are your officers appointed from the militia?—Some from the militia, some from graduates of the Military College, and some by promotion in the force. Of course, a knowledge of drill and discipline has always been necessary.

1497. The appointments are not made on your recommendation?—On the recommendation of the Minister of the department.

1498. But in the other departments here nominations are very often made by the Minister on the recommendation of the deputy?—I submit several names to the Minister, and he decides who shall be recommended for the appointment.

1499. In fact, the appointment is purely political?—I suppose so. I may say, however, that we have a very large proportion of promotions from the ranks, I think 18 out of 45 combatant officers have been promoted from the ranks.

1500. You have had instances of the appointment of cadets from the Military College who have failed in their examinations?—Yes.

1501. You have also serving in the ranks graduates who have passed through a full course?—Not now, but we have had them.

1502. During the same period in which you have had as an officer a man who has been spun, have you had a graduate who has completed his course as a private?—Yes; one case.

1503. How many failed cadets have you now on the list of officers?—One, I think.

1504. Are there any instances of officers of the militia joining the force as privates?—A number of them.

1505. Then, in fact, the appointment of officers on your force is purely political?—Political, except when promotions have been made on the recommendation of the Commissioner or myself; promotions from the ranks for merit.

1506. Are they always accepted as nominations from you?—Not always.

1507. Is there any medical examination?—They all are required to pass a medical examination, both officers and men.

1508. Many of your officers have failed in health?—Some of them, not many. Some of the candidates have been rejected by our medical examiner.

1509. Some of your officers have failed through excesses on their part?—I am afraid so.

1510. Have they been provided with gratuities in leaving the service?—None who were compelled to leave through indiscretion on their own part.

1511. Have you inefficient officers on your force?—Well, some are better than others, but with one exception I cannot say that any are inefficient.

1512. And among the men?—The same among the men. I cannot say that we have any inefficient men because they would be dismissed. Of course there are different grades of qualifications, there is one officer now under consideration whom I do not consider efficient.

1513. If he did not retire, have you any means of getting rid of him?—None except by dismissal or an intimation that he had better retire.

1514. Would you resort to that means in case you had inefficient men?—Certainly.

1515. Have cases occurred where you have resorted to that?—Yes.

1516. Who is it that signs requisitions for stores?—The officer commanding the Post, wherever it may be, or the senior officer commanding the district in which the stores are used.

1517. Is there only one signature on the requisitions?—The requisitions are made through the regular routine and the senior officer countersigns them.

1518. You stated that about 90 per cent of your requirements were given by contract?—I think I am safe in that statement.

1519. What are the other cases where you purchase without contract?—Where there are small detachments, probably two or three men. Ammunition, sometimes waggons and certain miscellaneous stores.

1520. You divide your estimates into pay and subsistence and other heads?—Yes.

1521. The pay of officers and men is fixed by Act of Parliament?—Yes.

1522. Is it the same rate of pay as was laid down when the Force was established?—No, the pay has varied.

1523. Does not money go further now than it did up there?—Not much.

1524. You do not think it could be reduced with advantage?—No, I do not. We get men at 50 cents a day with an increase of 5 cents a day for each year of service up to a maximum of 75 cents per day, so it takes a constable six years to get up to 75 cents a day.

1525. When they go out do they get a grant of land?—No. They are permitted to re-engage after the first term of five years, they may re-engage for one, three or five years at the maximum pay of 75 cents.

1526. Is there an age limit when a constable shall cease to be employed?—Not when he shall cease to be employed, but no man can be engaged after 40 years of age, the limit is 18 to 40.

1527. Have you a system of gratuities for men who are injured in the service?—No, we take an annual vote of \$2,000 and each case is dealt with on its merits. We have a Pension Act by which a man after twenty-five years' service gets a sum equal to three-fifths of his pay.

1528. Something like the Penitentiary Act system of gratuity?—After fifteen years' service a man may get a pension equal to one-fiftieth for each year of his service if retired on account of infirmity. After twenty-five years' service he can claim a retirement.

1529. Then he would have to have five engagements of five years each to entitle him to the benefit of twenty-five years' service?—Yes.

1530. After three engagements of five years each he may have a pension equal to three-tenths?—Yes, provided he is retired on account of infirmity.

1531. How do your men get their stripes?—By merit.

1532. Is there a system of competition or are they earned by good conduct?—There are classes of instruction, and promotions are made by the Commissioner generally on the recommendation of the officers commanding divisions.

1533. Do the charges for tea, sugar and rice, include carriage to the several posts?—In some cases, not in all. When the supplies are delivered at the headquarters of divisions it includes carriage, but frequently we have to send them to outposts.

1534. In the Auditor General's Report there are items for tea at 45 cents and 35 cents, prices generally beyond the average paid down here; that would include carriage?—Yes. We now use compressed tea, which does not exceed 20 cents per pound.

1535. Taking Fort Macleod, for instance, you used nearly 70,000 pounds of beef; is that got in the immediate vicinity of the ranches?—It is delivered at the barracks; it is called for by tender and awarded to the lowest tenderer. Whatever the rate is, it is the lowest tendered for.

1536. But in the vicinity of the ranches should you not get meat cheaper?—Not always. They will not sell in small quantities. Fort Macleod last year was the dearest place for beef, and it is second to the dearest this year, although it is in the heart of the ranches. This year we are buying meat at Regina, where we can get it from the farmers much cheaper than we can get it from the ranches in the far west. The price at Regina is only 7 cents per pound. We find it much better to call for delivery at the post. We used to take in six months' supply of general provisions, but the shrinkage and the loss from various causes was so great, that we found it much cheaper and more satisfactory to contract for monthly deliveries, which we now do at all posts.

1537. You call for supplies delivered at certain places?—We give the contract to the lowest tenderer, and he buys where he likes.

1538. Are the stores inspected when delivered?—Always; and a certificate given that they are in accordance with the contract and in good condition.

1539. Have you generally many tenders, or is it a limited number?—The number varies; sometimes there are half-a-dozen, at others, only one or two. For the present year the Hudson's Bay Company have taken the contract for provisions, beef excluded, for every post except one. The beef contracts are very much divided.

1540. Do you think there is any combination to get these contracts?—None, that I am aware of.

1541. Do you think you really get the best prices?—I think we get the best prices all through. At one of the posts this year the lowest tender for oats was considered too high. New tenders were called for, with an intimation that unless lower prices were offered oats would be sent from the east. This had the desired effect. Similar steps have been taken whenever prices have been unreasonably high.

1542. What do you do when there is only one tender? Are you bound to take that one?—No; not unless we think it well to do so. We can form a pretty good idea whether the prices are reasonable.

1543. Coming next to forage, the main expenditure is on hay and oats?—Yes.

1544. You call for supplies by tenders?—By tenders in all cases, except where there are two or three horses, and we have to pay so much per day or month.

1545. Do you purchase from our own Indian farms?—We have not bought oats from the Indians, but we buy hay from them. The Indians are now supplying hay very satisfactorily. The white settlers complain of the Indians being allowed to compete with them.

1546. What do you generally pay for your oats?—From 30 cents to \$1.10 per bushel, according to the season and locality.

1547. Hay varies from \$7.50 to \$15 a ton, does that include haulage?—It is the haulage that costs the money. I have seen plenty of hay drawn 30 and 40 miles. Last year our hay for Lethbridge was drawn 60 miles in waggons. Besides it is so short that the wind blows much of it away while being hauled.

1548. Do you encourage the purchase of supplies from the Indian farms?—Yes.

1549. Now the fuel and light. The main expenditure is on coal, which sometimes runs up to \$16 a ton?—That is for anthracite, the Pennsylvania coal, of which only a few tons are used.

1550. Altogether you burn an enormous quantity of coal?—Yes, but the climate is severe and the buildings of light construction. Many of the buildings are portable, mere shells. In the hospital at Regina, they burn a ton of coal a day in cold weather.

1551. But \$45,000 is a large sum to pay in fuel and light?—Yes, but there are many buildings to keep warm. If the men were concentrated in barracks, the expenditure would be much less.

1552. Coal is cheaper now, is it not?—Coal is cheap, it is the transport that costs. We get soft coal there at an average of about \$7 per ton.

1553. What is soft coal selling for at Winnipeg?—I do not know what it is selling for at Winnipeg, but we are paying \$8.25 at Regina. It has to be hauled two miles to the barracks. That adds to the cost.

1554. Your clothing costs you something like \$33,000 a year. It is first given as \$43,000, and there is \$9,000 deducted. What do you mean by the deduction?—Men draw clothing out of the store on repayment. They may be entitled to one article and take another.

1555. Is the clothing bought in Canada?—It is nearly all bought in Eastern Canada, by tender.

1556. How many tenders do you get for your clothing generally?—For the general clothing such as blankets, stockings, shirts, sheets and things of that kind, there are sometimes half a dozen tenders. For tunics, riding breeches and overcoats, not more than three firms tender.

1557. Do you call for tenders for furs all round?—Generally, but not always.

1558. Next we come to horses, which cost \$10,000 last year. What per cent of your horses do you replace each year?—A little more than 10 per cent. We have on an average 900 horses. A great many are cast and sold, which bring good prices from the farmers. The average price of cast horses last year, I think, was \$57. Many which became unfit for police use, make good general purpose horses for a farm.

1559. With the deduction for cast horses your replacement only cost you \$10,000 a year?—About that.

1560. How do you get your new horses?—The Commissioner publishes advertisements that on certain days he and the veterinary surgeon will be at certain places to buy horses for the Mounted Police. He generally gets the pick of the ranches for not exceeding \$125 each. The price is limited to that figure. The ranchers bring their horses into these centres on the days named—the Commissioner makes his selection and the veterinary surgeon examines and passes the horses if they are sound. The average price paid last year was \$121. The average price of those bought this year will be about \$116.

1561. These horses have not been broken at all when they are bought?—Theseller breaks them sufficient to be handled and saddled. After that the police complete the breaking and training.

1562. Is much difficulty experienced in breaking them?—Some are troublesome, but as a rule they settle down to work very quickly.

1563. You had to buy horses in Ontario at one time?—Yes, but we can now get all we require in the North-West.

1564. Do you get your arms from England?—We bought our revolvers in England; they are the same as are used in the Imperial service. The carbines are the Winchester, an American pattern, breech-loaders. When the force was organized the Indians and all Western men carried this arm. It cannot be called a military arm, but it has answered its purpose admirably.

1565. Have you any idea what would be the cost of the renewal of the arms and ammunition for a thousand men?—Well, it would probably be \$15,000 for renewing the rifles, but we should not do it all in one year; we would spread it over several years and gradually work the old weapons into certain sections.

1566. Your medical expenditure is only \$6,000?—More than it ought to be, but still the men are scattered over large sections. We must keep up hospitals. That includes the examination of recruits.

1567. Are these doctors appointed by Order in Council?—Yes, except those resident doctors who get so much per man. They do not belong to the force.

1568. What do you pay for the examination of a recruit?—\$2 per man.

1569. Books and stationery, about \$5,000: you supply your barracks with libraries?—Not at public expense, but from the fine fund. We have a fine fund which supplies the barracks with all reading matter and the means of recreation.

1570. What do you mean by scouts, guides and labourers, for which there is an expenditure of \$15,000?—There are a certain number of attached men, scouts for instance. It frequently happens that a policeman in uniform would be known when sent on special service, and they employ one or two scouts. It is found better to employ men who are not known as being connected with the police, to work in conjunction with the police patrols, and report to them from time to time. When going to Indian reserves or camps it is frequently necessary to have these men. Then, again, there are men who after taking their discharge are employed on special duty. We have a return each month of what a man does and what he is paid; that item will be very much reduced after this.

1571. You spend \$27,000 in billeting and travelling expenses. Can you explain that item?—Much of this billeting is in Southern Manitoba, where we have between 27 and 30 men on duty. They are constantly on the move from place to place, and where there are only two or three together we have to billet them at stopping places, in the farmers' houses, &c. We pay \$16 to \$20 a month for their board, and \$8 to \$12 a

month for their horses. Then at other places the police patrols passing from place to place have to stop and get their meals.

1572. You mentioned just now that the cost of subsistence and forage included the cost of transport?—Yes.

1573. The Auditor General's Report states separately the cost of transport at \$40,000. How do you reconcile the two statements?—Until recently we have paid the expense of recruits going up to the North-West and the expense of engaging men here. It cost an average of \$30 per man to send them up to the North-West. We have stopped that now. Then we have had to pay from a cent to five cents a pound for taking supplies to the outlying patrolling force.

1574. The item for transport and freight then can be reduced?—Yes, it will be very considerably reduced from this out.

1575. It will be reduced in future by not paying transport expenses?—By not paying transport expenses and by having a larger proportion of the supplies delivered at the posts at which they will be consumed. Then you must remember that the force has to be moved about frequently. The other day there was an Indian shot near Fort Macleod and we deemed it necessary to immediately raise the strength of the district to 200 men. That all costs money.

1576. Then you have certain expenses for telegrams?—That item is kept down to the lowest. The Commissioner looks after it in the West and is constantly deducting for private telegrams, and I do the same here. But much of that item should be charged to other departments on whose business the messages are sent.

1577. What is your postage bill?—The postage is on returns between the posts in the West. We have no postage from here, but our returns are very bulky and are sent in duplicate and triplicate. I am trying to reduce that.

1578. On letters and official business from Regina to Calgary and return the postage in each instance has to be paid?—It has to be paid. They have a stamp book at each post which inspecting officers examine.

1579. How do you come to incur an expenditure of \$1,500 in advertising?—That is advertising for supplies under contract.

1580. Do you advertise in all the papers?—No; my plan is to take the authorized list, giving one advertisement to one paper and another to another. One of the objections to advertising too freely is that you make the cost of advertising almost as great as the supplies. In the North-West we advertise in the local papers nearest to where the supplies are required. Then we have a number of posters struck off which are scattered around the settlements by our own men and stuck up in different places.

1581. You would not advertise in a Cape Breton paper, for instance, for tenders for tea?—No; we do not go so far East. We use discretion in advertising. We have not many advertisements from Ottawa, but we have a good many in the North-West papers for farm produce.

1582. Do you think it desirable that the departments should be closed at four o'clock to the public?—Yes; this would allow the officers to finish their day's work without interruption.

1583. You think it would allow the officers to finish their day's work?—I think it would be a great advantage. We can do a great deal of work from four to six o'clock if we are not interrupted.

TUESDAY, 5th January, 1892.

Mr. LAWRENCE VANKOUGHNET, Deputy Superintendent General of Indian Affairs, was called and examined.

1584. You are the Deputy Superintendent General of Indian Affairs?—Yes.

1585. How long have you held that position?—Since 1880.

1586. And how long were you in the Indian Department before that?—Before that I was in the department, I think, over twenty years.

1587. Then you have had more than thirty years' experience in the department?—I think I shall have had thirty-one years' service on the 13th February.

1588. Give the number and cost of permanent staff at Ottawa of the Department of which you are deputy, in 1882 and 1891, respectively. Also, number and cost of extra clerks or other officials in all its branches whether paid out of Civil Government funds or otherwise, in 1882 and also in 1891?—

<i>Permanent Staff.</i>		
Years.	Number.	Cost.
1882.....	18	\$17,835.12
1891.....	44	45,082.75
<i>Extra employees.</i>		
1882.....	5	\$2,117.78
1891.....	10	3,396.00

In explanation of the above it appears but proper that an idea should be given by way of comparison of the quantity of work done by the department in those years respectively. For instance, the volume of business passing through the Accountant's Branch has at least quadrupled since the year 1882; while the correspondence dispatched from, as well as that received at the department has more than doubled respectively. The number of schools on Indian reserves and elsewhere in 1882 was 118, whereas the number in 1891 is 245, being more than double of the number in the former year. The work in connection with the surveys of Indian Reserves in Manitoba, Keewatin, the North-West Territories and British Columbia necessitated the establishment of a technical branch for directing and overseeing the same, as well as the work in connection with the construction of school and other public buildings, roads, drains and other works, which are constantly being constructed on the numerous Indian reserves in the Dominion; and when I state that the latter number 1,135 some idea may be formed of the amount of work involved in directing and supervising such matters as those above referred to. In fact, the work generally of the department may be said to have more than doubled since 1882.

1589. How should the Board of Civil Service Examiners be constituted, and what should be their powers?—There should, in my opinion, be a Board of Commissioners, consisting of, say, three or four members to whom should be delegated the power of appointing examiners of candidates for appointment to the Civil Service, and the Commissioners should have the sole right of selecting from the candidates who succeed in passing the examination the appointees for vacant positions in the various departments. The Commissioners should be men without political bias, and of established and well-known business capacity, who have themselves been accustomed to the management of large numbers of employees, while conducting successfully business of an extensive and important nature having many ramifications.

1590. Should all appointments be the result of competitive examination? What, if any, appointments should be made without examination? Should there be an age limit in the case of all appointments; and state what, in your opinion, the maximum and minimum ages should be?—I consider that the competition should be confined to the particular subjects which will best test the fitness of the aspirants to fill the position in the department for which an appointee is required. No appointments, except of those below the rank of a messenger or packer, should be made without examination. The minimum age of an appointee should, in my opinion, be 16, the maximum 21 years.

1591. Should deputies be appointed during pleasure or during good behaviour? Should their responsibilities and powers be extended, and if so, in what direction?—Deputy heads of departments should be appointed during good behaviour, and for so long as they are efficient in the discharge of their duties. Being responsible for the proper management of his department, the deputy head should, in order to enable him to exercise this responsibility in an efficient and practical manner, be given full control of the officials of the department with power to suspend, fine and retain after office hours, as the circumstances of each case may seem to justify; and such action should not be subject to the approval of the Minister at the head of the department upon whom extraneous influences might be brought to bear to compel him to interfere with the deputy's recommendation; and thus the authority of the latter over his subordinates would be weakened, discipline impaired and the work of the department seriously impeded.

1592. Should there be any third-class clerks at all? If so, what should be the limitation as to salary? Is the present maximum (\$1,000) too high? Should there be an intermediate class ranking lower than second and higher than a third?—The services of junior clerks as copyists, and for similarly light work are and will always be necessary, but I think a special class to be composed of such employees, might with advantage to the service, be created, to be styled the fourth class. I do not see why the salary of such an employee should be higher on his or her entering the service than a junior clerk receives when he enters a bank, viz.: about \$200 per annum, I consider that so long as the duties required of an employee of this class consist of copying or work of a similarly unimportant character, the maximum salary paid him or her should not exceed \$600 per annum; and the increases leading up to that figure should depend upon the amount of work done by the clerk during the year, as well as upon the manner in which it has been done. I consider that an intermediate class, between the fourth as above proposed, and the second class, might with advantage to the service, be established, whose duties might embrace work of a higher order than those of the fourth class, and of not so important a character as the duties of a second-class clerk; the minimum salary attachable to this class might be \$600, and the maximum \$1,000 per annum.

1593. In adding for optional subjects should there not be some understanding that the optional subjects were necessary in the duties of the office to which the appointment is made?—Any applicant for an appointment who has passed in an optional subject or subjects which will not be required in connection with the duties of the office to be filled, might be allowed the option of taking the appointment, if he is otherwise the most eligible candidate for the position, without any addition to the minimum salary on account of the optional subject or subjects, or of waiting for an appointment in which the optional subjects, or some of them, might be utilized and the additional salary allowed.

1594. Are the recommendations for increases of salary always made with due consideration, or are they in a very large measure perfunctory?—I fear that the system of annual increments, provided for in the Act, has led to the same being regarded too much in a "matter of course" light. I have, however, in some instances of repeated misconduct on the part of an employee or of continued carelessness or neglect of duty, withheld my recommendation for the statutory increase.

1595. Is it desirable to have an annual fixed date at which all increases of salary should take effect?—The advisability of granting increases of salary annually is questionable. In my opinion an increase of salary should only be given when besides length of service the quantity and nature of the work of the employee and the manner in which his or her duties are performed justify the increase.

1596. Should there be general preliminary examinations for all departments, or should there be special preliminary examinations for each department?—There should, in my opinion, be special preliminary examinations for each department in such subjects as will best test the qualifications of candidates for the position to which an appointment is to be made.

1597. How and by whom is the selection made from the list of qualified candidates in your department? Did you ever report against an official during the term

of probation, and was another trial allowed, as provided in section 36, sub-section 2?—The selection is made from the list of qualified candidates by the Superintendent General of Indian Affairs. I never reported against an official during his term of probation.

1598. What is the practice in your department in regard to the appointments of persons having professional or technical qualifications, and have you ever had an examination held in any such case?—If the appointee is required to discharge duties in line with his profession and if he holds a diploma from a competent and legal source, he is not required to pass any examination. If, however, although he may be a professional man, the duties to be performed by him do not require “wholly or in part” the exercise of the professional skill possessed by him, he would be required to pass the usual examination.

1599. Is it desirable to have promotion examinations, or if not, what would you recommend to be substituted?—I consider that the promotion examination is the best method of testing a person's competency to fill satisfactorily the position to which he aspires, provided that his knowledge of matters connected with the same be the principal test of competency.

1600. Have promotions in your department been made only when vacancies were to be filled, or has it happened that an officer has, while continuing in effect to perform the same duties, been promoted to a higher class?—Promotions in the Department of Indian Affairs have been made both for the purpose of filling vacancies, and when owing to the increased volume of work which he was called upon to perform, the addition to his duties of work of a more important character, or in consequence of a larger number of employees being placed under his direction, the increased responsibilities of the officer appeared to justify his promotion.

1601. Is it desirable to make to the Civil Service Board a yearly estimate of the vacancies likely to occur during the year?—Inasmuch as the Civil Service Board, as at present constituted, has nothing to do with the filling of vacancies, further than to see that none but competent persons are allowed to pass the examination, I do not see the necessity for making to the board an estimate of the number of vacancies likely to occur during the year. The information thus given is published before the examination takes place; and being largely hypothetical, as all estimates are, and therefore not infrequently illusive, it is calculated to excite in the minds of aspirants for promotion or for appointment hopes that may never be realized. On the other hand, however, the knowledge thus obtained that higher positions may be thrown open to competition no doubt incites the officers of the departments to greater exertions in acquiring a knowledge of the duties of these positions, in the hope of capturing the same. I, however, doubt very much the expediency, while political influence is allowed to have much weight in securing appointments, of making public the intention of the Government in such matters.

1602. If promotion examinations are deemed desirable, should the officers earning the higher number of marks be the successful candidates, or should the promotions be made on the report of the head of the department, based on the recommendation of the deputy head?—While the proficiency of a man or woman as displayed at an examination is doubtless an important factor in determining the fitness of an aspirant for a position, there are other considerations in connection with the promotion of an official which have to be looked at, for instance, the personal character and habits of the applicant, and if others are to act under him, the ability to govern or control. This might be illustrated by the following:—Supposing there were two aspirants for the same position, one of whom, although he excelled the other in the actual number of marks obtained at the examination, was known to the head of the department or to the deputy head to be greatly inferior to him in the other respects above described, or for other important reasons to be very undesirable, it appears manifest that the promotion of the man who had obtained the most marks would be prejudicial to the public service.

1603. Should not promotions be made by Order in Council?—All promotions should, in my opinion, be made by Order of His Excellency the Governor General in Council, and

in so far as the Department of Indian Affairs is concerned they always have been so made.

1604. Did the head of the department ever reject any man who has been promoted?—The head of the Department of Indian Affairs has never rejected any employee who has been promoted.

1605. Has any officer in your department after being promoted turned out to be incapable, and was the attention of the head of the department called to the case, and was such promotion cancelled?—One officer, the assistant accountant, after having been promoted to the first class turned out to be incapable. I think, however, that this was more from carelessness and negligence. He was superseded and his annual statutory increase has been stopped; his promotion, however, has not been cancelled.

1606. Have you at any time by your certificate in the promotion examination enabled a candidate to pass whom you deemed unfit?—I have endeavoured to give my certificates with impartiality and in accordance with the circumstances of each case.

1607. Did you ever in respect of the efficiency marks give a less percentage than 30 per cent. in the case of any candidate in your department seeking promotion?—The lowest number of marks I have given on an efficiency paper is 32.

1608. Should not exchanges of position be made on the report of the deputy heads of the departments concerned?—Exchanges of position should not be made without the concurrence of the deputy heads of the departments concerned.

1609. Are exchanges ever made for the convenience of officers and not for the benefit of the departments concerned?—It is not within my knowledge that exchanges have been made for the convenience of officers, and not for the benefit of the departments concerned.

1610. Should the temporary clerk or writer class be extended, or limited, or abolished?—Temporary assistance in the departments will always, in my opinion, at times be necessary, for when the time of the permanent staff of a department is fully occupied and an unlooked-for increase occurs in the work of a department, and which work requires to be done as soon as possible, additional clerical help must in such case be temporarily employed, but I think that such help should be strictly limited to the object which was the occasion of its being employed; and as soon as that has been accomplished the services of the temporary clerk or clerks should be dispensed with.

1611. Have you given any thought as to the desirability of having a junior division or boy copyist class? Do you recommend the creation of such a class?—I have given no special consideration to the question of the desirability of having a junior division or boy copyist class; but, as before stated, I think a fourth class of clerkship might with advantage be created; none younger than 16 or older than 21 years to be considered eligible for admission to this class. I do not recommend the creation of a "boy copyist class" unless it be one of the description above stated.

1612. State generally your views as to the expediency of having a high grade permanent staff and lower grade writer and boy copyist classes?—My views in respect to having a lower class than the third, as expressed in reply to previous questions, would appear to be all that I have to say on this subject.

1613. Under the present system, in what manner do you ascertain the necessity of employment of extra clerks?—I ascertain, under the present system, the necessity for the employment of extra clerks, by assuring myself of the inability of the permanent staff of the department to do the work for which the aid of temporary clerks is required.

1614. Do you invariably select from the list of passed candidates; if not, are enquiries made as to the fitness of persons who are on such lists?—The temporary clerks are selected by the political head of the department.

1615. Have you any women clerks employed in your department? Are they generally efficient, and are there any branches in your department in which women clerks could be exclusively employed?—There are a number of female clerks on the staff of the Department of Indian Affairs. They are, as a rule, efficient in the discharge of their duties. There are no branches of the department in which women could be exclusively employed.

1616. Should there be a general provision for equal leave of absence for all classes or should not length of service, nature of appointment and responsibility of office be factors in considering the extent of leave to be given?—The nature of the office and the responsibility connected therewith, and consequent wear and tear upon the official's system, should, I think, be factors in determining the extent of leave to be given; but I do not consider that length of service, if an employee has had the usual annual term of leave granted to officials performing duties of similar grade, should be taken into account.

1617. Should not leave of absence be compulsory? Should there be a limit, and if so what, in the case of leave on account of sickness?—For sanitary reasons in all cases, and in the interests of the service in some cases, leave of absence once a year should be compulsory. I consider that there should be a limit in the length of leave granted on account of illness; and that it should be proportionate to the length of service of the officer or employee, but in no case should it exceed six months for every ten years of service or in that proportion.

1618. Has the business of your department suffered, and to what extent, through the granting of leave of absence to officers on account of sickness or otherwise? In your department have any abuses prevailed as to the granting of leave of absence?—The business of the Department of Indian Affairs has not been materially affected by leave being granted to any the officials on account of sickness or otherwise, but the occasional and in some cases, not infrequent absence of clerks from illness occasions inconvenience. This, however, is I suppose, a contingency incidental to the employment of labour in most lines of business and is not, therefore, peculiar to the Civil Service. No abuses have prevailed in my department in connection with the granting of leave of absence.

1619. Should there be a system of fines for small offences?—It might be found difficult to carry out a system of fining unless a tribunal competent to adjudicate upon cases of dereliction of duty were created.

1620. Is it advisable to reinstate an official who has resigned his appointment without the recommendation of the deputy head? Should any test of competency to perform the required duties be shown, and is it necessary to appoint at the same salary?—I consider that no official who has vacated his position by resignation or otherwise, should be allowed to re-enter the service of the department in which he was employed without the recommendation of the deputy head of the department, and in his report recommending the same, the deputy head should state the cause or causes of the official having resigned or lost his office as well as his reason for recommending that he be reinstated, nor should the official be allowed to enter the service of any other department unless the deputy head of the latter as well as the deputy head of the department in which he was formerly employed jointly recommend in a similar report to that above described that the official be appointed thereto. Should it be proposed to attach the official to any other department than the one he was previously employed in or to any branch of the latter department other than the one he was previously in, he should in such case prove his competency to perform the duties required of him; and if his resignation or discharge from the position previously held by him was owing to incompetency, bad habits or other sufficient cause he should before being reinstated furnish satisfactory evidence that the cause or causes for which he resigned or lost his position no longer exist.

1621. Do you strictly observe the law regarding the attendance book? Do all your officers sign the book? How do you deal with those who are late in attendance?—An attendance book is kept in this department as required by the Act. It is signed by all the officials, excepting the chief clerk and the private secretary of the Superintendent General of Indian Affairs. If an official is often late, his or her attention is called to it, and at the end of each month a statement is prepared showing the attendance of each employee, the days present, the days absent, on leave or sickness, or without leave, and days late; and at the end of each year, a report as required by Order in Council is prepared for the Minister in which is stated the number of days each official was present, the number of days absent, and the cause of every absence, and the number of days late.

1622. Have you any suggestions to offer as to the Civil Service Act in general, or as to your own department in particular in connection therewith?—I have but few

suggestions to offer as to the Civil Service Act other than the questions in connection with the various sections quoted in the paper of the Civil Service Commissioners have already elicited. But, speaking of it in a general way, I fail to see why the description in schedule B attached to the Act of the outside service should be limited as it is to but four departments; for although the following words in section 4 of the Act, alluding to schedule B: "And who are employed otherwise than on the departmental staffs in Ottawa," may be held to, and they probably do, embrace those employed outside of Ottawa in all the other departments not mentioned in schedule B, this mode of describing the outside service of the department does not appear to me to be sufficiently specific. I consider that the outside service of each department should be described in schedule B, and not only the outside service of the four departments described therein. Section 6, sub-section 2.—With respect to the class of officials described in this section as "Supernumerary Clerks," I would suggest that when owing to pressure of work in any department, additional assistance is required, these clerks should be attached for the time being from their departments, and required to render immediate assistance to the department in want of the same. Section 51.—With regard to the provision under this section, that in cases of absence from illness, the medical certificates shall be obtained from "an authorized medical practitioner appointed by the Governor in Council for the purpose," compliance with this requirement has been found impracticable, and it must, in my opinion, continue to be so in cases of temporary absence or even prolonged absence from illness when the official does not apply for and obtain leave of absence under authority of an Order in Council; as every employee has his or her own medical attendant and the latter is not always the practitioner appointed by the Governor General to grant medical certificates. This requirement, however, is quite practicable when "leave of absence" owing to illness over and above the usual statutory leave for three weeks is applied for to the Governor in Council; and, as a matter of fact, compliance therewith in such cases is insisted on by this department. But, in cases of temporary absence for longer or shorter terms from illness, the certificate of the medical man in attendance in each case is and must necessarily be accepted.

1623. Have any difficulties arisen in the conduct of the business of your department arising out of the provisions of the Civil Service Act?—Serious difficulties have arisen in the conduct of the business of the Department of Indian Affairs from the effect on the discipline and internal management of the department of these provisions of the Civil Service Act which limit the power, in such matters, of the deputy, who is really the permanent head, and as such the manager of the department, by making it subject to the approval of the political head, as well as owing to the working of these provisions of the Act which leave the selection or rejection of appointees (the latter when on probation for promotion) to the political head of the department, upon whom, it is apparent, influences may be brought to bear which he would find it, if not impossible, very difficult to resist, whereas such influences would have no effect whatever upon the deputy head. And for similar reasons, in cases in which the proper discipline or internal economy of the department is involved, decisions may be given subversive of the same, notwithstanding the recommendation of the deputy head was to the contrary, and the interests of the department be thus prejudicially affected. The sections of the Act to which I specially refer are Numbers 13, 14, 35, 36; sub-sections 2, 37, 42, 43, 44, 45, 46, 47, 49 and 50. Instances of the inadvisability of the rule which leaves the selection of appointees to the political heads of departments have occurred as well as allowing the authority of deputy heads to be overruled to the detriment of order and discipline in departments.

1624. Have many changes in the character and extent of the service required in your department occurred since the passage of the Civil Service Act, and have, as a consequence, the duties in your department or any branch or any officer of your department been varied?—The changes in the character and extent of the service required in the Department of Indian Affairs, which have occurred since the passage of the Civil Service Act, have been manifold. They have been brought about principally by the expansion of the business of the department in the North-West and in British Columbia, and, as a consequence, the duties generally of the inside and outside service of the department

have been greatly increased within that period, and many improved methods for conducting the same have been introduced.

1625. Have any persons found their way into the service of your department who, either from defects existing at the time of their appointment or from advanced age or from bad habits, are ineligible for retention in the service?—There are several officials in the department whose record has not been such as might be desired. The defects in their characters existed, I believe, before they were appointed to the department; in three cases indulgence, at times, in vicious habits; in a fourth case, inattention to business and carelessness, and a fifth case, the two latter characteristics coupled with, in some measure, a proneness to, at times, drink more than an official should, having a proper discharge of his duties in view. It should, however, be added that in two of the three cases first described such misconduct has not been of as frequent occurrence of late as was formerly the case; in one of them, however, it has been sufficiently so to occasion embarrassment and trouble in the department, and in the third case a report had to be made quite recently to the Minister of the official's misconduct.

1626. Are the number of persons employed in your department out of proportion to the increase of work?—It is with the utmost difficulty that the current work of the department can be kept up by the number of permanent officials employed.

1627. Has the work of your department increased beyond the capacity of the permanent staff, and, if so, has it led to the employment, for lengthened periods, of temporary clerks, and has the rate of remuneration of these temporary clerks been increased from time to time?—The work of the department has proved, at times, to be greatly beyond the capacity of the staff and this has frequently led to the employment of temporary clerks, some of whom had to be kept on for lengthened periods, but only in one case, and that was of a "permanent temporary," was the rate of remuneration increased from that given when the official was first employed. This officer, the Rev. William Scott, recently died, and he has not been replaced; in fact it would be difficult, although very desirable, to find a suitable substitute for him as he was an expert in all matters requiring special scrutiny and great accuracy. His duties consisted principally of looking into matters wherein the old records of the department had to be carefully examined and the salient facts material to the case in hand culled therefrom and presented in a succinct form in elucidation of the subject. The increase in Mr. Scott's case was from \$1.50 to \$2 per day, and it was well merited.

1628. Have you any suggestions to make, more particularly in connection with any rules laid down under existing statutes that have been found inconvenient or impracticable and that would lead to irregularities?—I have no additional suggestions to make in connection with any rules laid down under existing regulations to those contained in my replies to previous questions, or which may be elicited in answering the queries which have yet to be dealt with.

1629. Have you any suggestions to make in connection with the imposition of checks upon the admission of ineligible candidates, or in regard to the giving of proper facilities for relieving the service of useless members?—As to the checks which should be imposed to prevent the admission to the service of ineligible persons and in regard to the affording of proper facilities for relieving the service of useless members, I believe that no candidate for office should be admitted on the recommendation, direct or indirect, of a member of Parliament, or through political influence of any kind, and that the attempt to bring such influence to bear in order to secure an appointment should of itself bar the applicant's right to the same or to any other appointment in the gift of the Government. Certificates of character and capacity from other than political sources should be required in each case. All useless members of the service should be got rid of on as equitable terms as the circumstances connected with each case will justify, such as length of service, character of the duties of the position held, and the manner in which they have on the whole been performed, &c., &c.

1630. Is it desirable for officials to sign the attendance book when leaving the department for any purpose?—The attendance book should, in my opinion, be signed by officials when they leave and when they arrive, and should they be permitted to leave

during office hours, the purpose for which they are going should be stated and the hours of leaving and returning should be inserted opposite the signature of the official; and in cases where the time has been exceeded full explanation of the cause should be added in a column provided for the purpose. An official is not permitted, under existing regulations, to leave the department during office hours, except under special circumstances, and after permission to do so has been obtained from the deputy head. This is a good rule and it should be strictly maintained.

1631. In your opinion, are not the office hours, 9.30 a.m. to 4 p.m., sufficiently long, or could they be extended in your department with advantage?—The present office hours are sufficiently long, if service during those hours is continuous. Should, however, an hour be allowed for lunch, the office hours should then be extended to 5 p.m.

1632. Have any abuses prevailed in your department as to the length of the working hours?—Delays in the transaction of business have been occasioned by officials going out to lunch and then leaving promptly at 4 p.m. without catching up the work entailed by the loss of time while out at lunch.

1633. Is it desirable that the officials should leave the department for luncheon?—I think it highly desirable that an hour for lunch should be given officials, and that the office hours should be extended to 5 p.m.

1634. Do all your officers leave for luncheon at the same time; if that is the practice, is an arrangement made whereby the business of the department does not suffer through their absence? What length of time is given for luncheon?—Leave to go out for lunch can only be obtained on filing a medical certificate that the condition of the applicant's health requires it. That this privilege has been greatly abused is notorious—employees file flimsy certificates from their medical attendants, and if the deputy head considering them insufficient, refuses to grant permission to the applicant, influence is brought to bear and the authority of the deputy head is overridden. I will give one out of several instances of a similar kind which have come under my personal attention. The medical man in the case in point certified that considering the applicant was an Englishman and well advanced in years—he is between 50 and 60—he required a substantial meal in the middle of the day. This certificate was objected to by me as being quite insufficient to justify leave to go out for lunch being granted. As to the length of time given for lunch to those holding medical certificates, so called, inasmuch as the office hours remained unchanged, I limited the time at first to half an hour, but I was overruled in this and one hour was given. I then in cases where the certificate indicated that the permission to go out for lunch was to be of permanent endurance, required that the holder of the same should remain until 5 p.m. in order to fulfil the requirements of the Government as to the length of time an official was to put in during the day, but I was overruled in this decision also.

1635. Do you take care to ascertain that the length of service recorded in the Civil Service list is correct in the case of the officials attached to your department, and that in case of those officials who come under the provisions of the Superannuation Act such service is only entered as will be counted for superannuation?—All entries in the "establishment book" kept in the Department of Indian Affairs are based on authentic data obtained from reliable sources, and in the statements as to length of service of the officials of the department recorded in the Civil Service list the service indicated for which superannuation would be reckoned are those shown in the "establishment book," but in addition to the information contained in the Civil Service list, and I may say independent of it, when an official is recommended for superannuation a full report embracing *inter alia* his length of service reckoned from the date of entry into the service, the date of his retirement therefrom, if granted, is made by the department to the Honourable the Privy Council, and is thence referred to the Honourable the Treasury Board for consideration and report.

1636. In your department are the officials generally aware of the Treasury Board minute of the 28th January, 1879, respecting the use of political influence? Is its spirit generally observed, and in case of infraction, has the attention of the head of the department been called thereto?—The officials of the Department of Indian Affairs are

aware of the minute of the Treasury Board of the 28th January, 1879, respecting the use of political influence. I know not whether the spirit of the minute is generally observed or not ; as officials disposed to adopt such methods as political influence, etc., take good care not to acquaint me with the fact, when the same are employed by them in their endeavour to accomplish their objects. I can only add that my own recommendations are based upon the qualifications of the officials recommended.

1637. Is it desirable that a fixed daily allowance should be given for travelling expenses, or would it, in your opinion, be preferable to reimburse the actual outlay incurred ?—I consider that a fixed daily allowance should be given, and that the amount should depend upon the place or places the official has to visit. For instance, a man should not be allowed as much when his visit is to a village or to the country as he would be allowed when visiting a town, as when he is required to visit a town the allowance should be less than if his duties called him to a city. The reimbursement of actual outlay would be insufficient to meet all the expenses incurred, and the result would be that the official when required to travel on duty would sustain loss. If actual outlay only is paid, I consider that extra pay should be given to an officer while travelling on duty.

1638. Do you make in your department the same allowance for travelling expenses to all classes of officials and for all services, or do you discriminate, and to what extent ?—The same allowance for travelling expenses is made to all officials at headquarters when travelling on duty, and for all services. In the outside service of the department, however, the allowances vary.

1639. In your opinion, is the Superannuation Act necessary in the interest of the public service ? If you deem it necessary, do you consider it advisable to restrict the operation to certain classes of officials having distinctive duties or otherwise ? What change, if any, would you propose as regards the officials of your department ? Do you consider the ten-year term sufficient, or would you increase the number of years to be served before an annuity be granted ?—I consider it to be in the interest of the public service that there should be a Superannuation Act. The Act should apply to all classes of permanent officials in the public service. No change in the operation of the Act as regards the officials of the Department of Indian Affairs suggests itself to my mind as advisable. I consider ten years to be a sufficient term of service to entitle a man, if otherwise eligible, to a retiring allowance.

1640. Do you consider as a rule the age of 60 years to be a proper age for retirement ?—I am of opinion that 60 years as a rule is a sufficient age for a person to have attained, to entitle him to retirement.

1641. Would you deem it desirable to have all officials retired at a certain age, and what would be your view as to that age ?—I think that no official should be allowed to continue in active service after he has attained the age of 60 years unless he is reported by the medical examiner of the Civil Service to be physically capable and by the deputy head of the department to be intellectually able to discharge his duties efficiently, and unless also the authority of His Excellency the Governor General in Council is obtained for his continued employment ; and in no case should such additional service be allowed to extend beyond the 70th year of the employee.

1642. Would you grant the option of retirement to any official who wishes to retire from the service, and at what age should this option be fixed ?—I would grant the option of retirement to any official who had reached his 60th year, but to no one of less age.

1643. Should any term, in your opinion, be added to the actual term of service of any official to be superannuated, however he may have been appointed ? If a term be added, do you consider it advisable to regulate such addition by confining it to certain offices designated and by requiring a certain length of service before such addition can be made ?—If any term is added to the actual service of an official it should, in my opinion, be as a reward for good service rendered by him in certain lines requiring the exercise of professional skill or of administrative ability during a lengthened term of service, and not because an official happened to enter the service after the age of 30 years even though possessed of the special qualifications mentioned in Sec. 37 of the Act. I am doubt-

ful whether an additional term to an officer's service should be added under any circumstances except, perhaps, in a case where an official is obliged to retire owing to injuries received in the discharge of his duties, or because of the abolition of the office held by him, through no fault of his, but for the purpose of improving the organization of his department or owing to its being in the interest of economy to abolish the office.

1644. In your department has the additional, or portion of additional term been granted solely to officials appointed to high offices for technical qualifications, to officials whose office has been either abolished or who have been retired for reasons of economy ; or has the additional term been granted in any case to officials who entered the service after the age of 30 years, and who never did anything but clerical work ?—In the Department of Indian Affairs no official appointed for technical qualifications has been retired, or have any officials been retired owing to the offices held by them having been abolished or for reasons of economy ; nor has any additional term been granted to any official, who, having entered the service after 30 years of age, never did anything but clerical work.

1645. Do you consider it proper that abatement for superannuation purposes be deducted from the salaries ? If so, do you consider the present percentage sufficient, or do you consider that it would be desirable in the interests of the public service to increase the percentage in order to provide (a) that if no superannuation takes place through death or any other cause, the official or his representatives, should be reimbursed for the abatements deducted from his salary ; or (b) that the officials who are superannuated might have the alternative of accepting a commutation in lieu of superannuation to the extent of the abatements paid by them ?—I am of the opinion that no abatement for superannuation purposes should be made from officials' salaries, and that pensions should be given free of any tax on the officials' salary to all who by long and meritorious service have merited the same. If the present system of deducting from salaries for superannuation is continued, whether the rate of commission is increased or not I consider that in case of his dismissal whether for cause or not without pension or gratuity, the amount deducted with legal interest should be refunded to the official, or in the event of his death while in the service it should be paid to his legal representatives, and in the latter event if the deceased leaves a family who were dependent upon him at the time of his death I think that compound interest should be paid on each deduction from the date the same was made. I need hardly say that if the official has had to leave the service on account of embezzlement such refund should not be made.

1646. Would it be desirable to have a system of insurance in connection with superannuation ?—I would be in favour of deductions being made from officials' salaries wherewith to pay the premiums on insurance policies ; such deductions might be continued even after an official has been pensioned, from the amount allowed him as pension. But I consider that it should so be arranged that married officials would not have it in their power to devise the amount of the insurance to others than their wives and unmarried children who are dependent upon them at the time of their death. Creditors of the deceased should also be prevented from obtaining any lien thereon.

1647. In cases of dismissal or resignation, in your opinion should the abatement deducted from salaries for superannuation purposes be refunded ?—In cases of dismissal or resignation I consider that, if the same was not the result of malfeasance the amount deducted for superannuation, if no pension or gratuity is granted, should be refunded with interest.

1648. In your department has it ever been recommended that a diminution of the allowance should be made on account of the service of an official having been considered unsatisfactory ?—It has never been recommended in the Department of Indian Affairs that a diminution of the superannuation allowance should be made in the case of any retiring official.

1649. Do you deem it advisable to allow any extra term of service to any officers removed to promote efficiency or economy, or for any reason at all ?—My previous replies embrace all I have to say in regard to the question of the allowance to officials, under certain circumstances, of an extra term of service.

1650. When once a superannuation is effected, do you consider it desirable to retain the power to call back to the service the person superannuated, and at what age would you place the limit?—When an official who is superannuated is under the age of 60, and is not disabled through sickness or other cause from fulfilling the duties required of him, I consider that the power to recall him and to require him to resume the position formerly filled by him, or one equally as eligible in point of rank and salary, should be retained. When, however, the retired official is 60 years of age and over, it should be optional with him to serve again, should the Government deem it to be in the interests of the public service to request him to do so.

1651. Have you any suggestions you wish to offer with respect to the Superannuation Act or the working thereof?—I have no suggestions additional to those contained in my answers to the previous questions to offer with respect to the Superannuation Act or the working thereof. Except that I would emphasize what I have already said respecting the inadvisability of continuing the system of taxing a man's salary for his pension, which I consider should be given to officials for long and meritorious service, and proportionate in amount to the position filled by, and rank of the official without any deduction from his salary to secure the same.

1652. Is your department divided into branches; give particulars, including the name of the person in charge of each branch; the number of officials in the same, grading them and describing generally how the duties are allotted in each branch? What is the method employed in your department for the collection and deposit of public money?—There are six branches in the Department of Indian Affairs. They are as follows:—

1st. The Accountant's Branch is under the direct charge of Mr. D. C. Scott; Mr. Robert Sinclair, the chief clerk and accountant of the department, exercising a general supervision over the branch. Mr. Scott's rank is that of a first class clerk. He has under him nine other clerks, one of whom is a first class clerk, three belong to the second class, and five are third-class clerks. The accounts in connection with the Parliamentary appropriations for Indian purposes and the Indian Tribal Accounts, are kept in separate sets of books. The appropriation accounts, and all the business in connection therewith, are attended to by Mr. J. W. Shore, a third class clerk, and three assistants; the Tribal Fund Accounts, and the business incidental thereto are managed by Mr. R. G. Dalton, who holds the rank of a second class clerk, and four assistants, one of whom holds the rank of a first class clerk. Another is a second class clerk, and the two others are third class clerks. The first-class clerk referred to formerly occupied the position now filled by Mr. Dalton, but owing to carelessness, neglect of duty and general inefficiency, he was superseded. The second class clerk mentioned as one of Mr. Dalton's assistants, formerly filled the position of senior stenographer of the department, but owing to his eye-sight having become impaired by the constant strain of shorthand writing, he had to be transferred to another branch, and additional assistance having been required in the Accountant's office, he was placed there.

2nd. The Technical Branch consists of four officers, who are all land surveyors and civil engineers. Mr. W. A. Austin, D.L.S. and P.L.S., is the chief surveyor and draughtsman in charge of this branch. Mr. John C. Nelson, D.L.S., has charge of the surveys of Indian reserves in Manitoba, Keewatin, that portion of the North-Western part of Ontario formerly known as the "Disputed Territory," and the North-West Territories. During the open season Mr. Nelson is engaged in field work in connection with these surveys, and in the close season he prepares the plans, field notes, etc. Mr. Samuel Bray, D.L.S. and P.L.S., and Mr. Thomas C. Green, D.L.S., assist in the general work of the branch. The examination of all plans of survey of Indian lands, reports, field notes, and accounts in connection therewith, the critical examination of all plans and specifications for roads, drains, bridges, culverts, school, council and other public buildings on the numerous Indian reserves in the Dominion, and of the tenders received for the construction of the same, drawing up contracts for the building of these works, preparing instructions for surveyors, preparing plans, etc., specifications for public buildings to be erected on the reserves in the vicinity of which no architect resides, or when, for other reasons, it is

considered advisable to have the designs drawn at the department, making such copies of maps, field notes, plans, etc., as may be required by the department, or by parties outside of the department, form some of the most important duties performed by the officers of this branch.

3rd. The Indian Lands and Timber Branch consists of seven officials, Mr. J. D. McLean, whose rank is that of a first class clerk, being the officer in charge. Mr. W. A. Orr, a second class clerk, is next in authority; Mr. Orr is also Registrar of Indian Land Patents, having been appointed to that office under section 45 of the "Indian Act." The remaining five officials in the branch are third class clerks. The duties of this branch comprise the management of the land and timber on the numerous reserves, as well as the sale and leasing of lands and timber, mineral, stone and other valuables, on such portions of these tracts as the Indians owning them may from time to time have surrendered to be sold or leased for their benefit. Sale and lease books are kept in which entries are made of all transactions in connection with the disposal of land, timber, etc., as returned to the department by its agents from whom monthly returns are received, which have to be carefully examined previously to the entries from them being made in the books. Many assignments in connection with these transactions are also received; and these documents have likewise to be carefully examined and registered. All patents for Indian lands, and leases of similar lands, and licenses to cut timber on Indian reserves and lands, are prepared in this branch. The duties discharged by the branch are of a varied character, requiring the exercise of sound judgment on the part of the officer in charge, and of much precision and close application on the part of all employed therein.

4th. The Correspondence Branch contains six clerks; Mr. A. N. McNeill, a clerk of the first class, being in charge. The remainder of the staff consists of one second class clerk, three clerks of the third class, and a person who was brought from the Indian Office at Regina, and who is not paid from the Civil Government appropriation; his salary being paid from the appropriation for Indian purposes in Manitoba and the North-West Territories. The general correspondence despatched from the department is prepared in this branch. The work involved in connection therewith is very heavy; the correspondence of the department having more than doubled since 1882.

5th. The Registry Branch consists of five clerks. Mr. Samuel Stewart is in charge of this branch; he holds the rank of a second class clerk; but he has been recommended for promotion to the first class. The other clerks in the branch are, one of the second class, and three of the third class. The duties of this branch comprise the dealing, in the first place, with all letters received by the department, by registering, docketing and distributing the same to the various branches or officers for action. This branch takes charge of all papers when the necessary action has been taken thereon, by filing them away until they are again wanted. There are two registers kept, in which are entered particulars of the contents of the letters and other documents received. In one of these books descriptions of the letters and papers received relative to Indian matters in the older provinces are entered. In the other book, similar epitomes of the documents received respecting Indian matters in Manitoba, Keewatin, the portion of Ontario formerly known as the "disputed territory," the North-West Territories and British Columbia are recorded. In these books is also charged the itinerary of each letter and document through the departments. One clerk is in charge of each of these books. All searches for papers required in regard to past transactions are made by the officers of this branch; and as many of the records are of very ancient date, and matters are constantly coming up requiring reference to some of these old documents, much labour is involved in prosecuting these searches to say nothing of the work of obtaining daily, at any moment they are called for, files for the various branches and offices of the department.

6th. The School Supply and Statistical Branch consists of two clerks. Mr. John McGirr a clerk of the first class being in charge; his assistant is a third-class clerk. The duties of this branch comprise *inter alia* the careful examination and checking of all returns relating to Indian schools, supplies issued to Indians and statistics respecting Indians; and reporting the result of such examinations, also the preparation of all requi-

sitions on the Printing and Stationery Department, for the stationery and printing required for the inside and outside services of the department, as well as for the books and material needed at the various Indian schools; the careful checking and reduction when advisable of the requisitions received from agents for such articles; the preparation of the tabular statements of statistics regarding population, schools, etc., annually printed with the report of the Department of Indian Affairs; the examination of all poll books of the election of Indian chiefs and councillors; the issue every autumn of blankets to the various Indian agencies in Ontario and Quebec, for aged, sick and infirm Indians; the examination and reporting on the returns made by the agents, of their distribution of the same.

Besides the officers composing the staffs of the various branches of the department, there are several officers not specially attached to any particular branch;—the following is a statement respecting them:—

1. Mr. Robert Sinclair, the chief clerk, who, as before stated, is likewise the accountant of the department. This officer's duties consist of supervising generally the operations of the different branches, more especially those of the accountant's branch. He also acts for the deputy head of the department when he is absent, and he at all times attends to the routine work of the department for the deputy. 2. A. Dingman is the Inspector of Indian Agencies and Reserves in the older provinces. This officer holds the rank of a first class clerk. His headquarters are at Ottawa, but the greater part of his time is employed in visiting the agencies and reserves when matters requiring investigation render a visit from an officer of the department advisable. 3. There are two stenographers and a type-writer attached immediately to the office of the deputy head. The senior stenographer, Mr. J. A. J. McKenna, is a clerk of the second class; and the assistant stenographer and the type-writer are third class clerks. 4. The Superintendent General's private secretary is an officer of the outside service of the department, having before his removal to Ottawa been attached to the office at Regina of the Indian Commissioner for Manitoba and the North-West Territories. This officer's salary, with the exception of the amount he receives as private secretary, viz \$600 per annum, is paid from the appropriation for "general expenses" for Indians of Manitoba and the North-West Territories. The amount received by him from the latter source is \$1,800 per annum. Mr. McGirr has a type-writer to assist him, who holds the rank of a third class clerk. 5. The French translator, Mr. J. V. DeBoucherville, holds the rank of a second class clerk. 6. There are two third class clerks in charge of the indices of letters, &c., received and dispatched. 7. There are three messengers, two of whom are permanent, the third temporary although he has been employed for several years. The difficulty in making this man permanent consists in the fact that he would, if so appointed, have to commence at \$300 per annum, the minimum salary of a messenger, whereas he receives as a temporary employé \$1 per diem, and, being a married man he could not live on the minimum salary of a permanent messenger. He is an excellent man, faithful and efficient in the discharge of his duties, and the department has therefore hesitated to replace him by appointing another in his place. 8. There is also a packer employed by the department. The Deputy Minister of Justice holds, as regards the Department of Indian Affairs, the position of solicitor, for which he receives a salary of \$400 per annum.

The method employed in the Department of Indian Affairs for the collection and deposit of public money, requires that where there are banking facilities all money to be paid to the department in connection with transactions had with it, shall be deposited in a chartered bank of Canada to the credit of the Minister of Finance and Receiver General on account of Indian funds, and the bank deposits receipts and draft forwarded to the Indian agent for the locality where the transaction in connection with which the deposit was made, took place. In localities where there are no banking facilities, payments are made direct to the Indian agent in connection with whose agency the money is payable. But agents receiving money in this way are required either to forward the same, by registered letter to the nearest chartered bank for deposit in the names of the payers to the credit of the Minister of Finance and Receiver General on account of

Indian funds, or, where this would involve too great delay, the cash is forwarded direct to headquarters and deposited on receipt in the usual way. When an agent receives cash, he issues a numbered receipt to the payer, the duplicate of which is attached to a certified copy of his cash book, which is forwarded monthly to the department. These papers after examination are sent to the Auditor General. The various agents of the department account at the end of each month, on forms of return supplied them for the purpose, for all moneys received by them during the month. Full particulars in respect to each payment are given in these returns, and accompanying the same are the bank deposit receipts and drafts. If no money has been received by an agent during the month, he forwards a blank form of return with the word "Nil" written across it. Notifications are mailed from headquarters to all parties in arrear in which they are informed of the amount overdue and called on to pay up. These notices are sent on the anniversary of the sale of the land, in the case of each party.

1653. Give a general idea of the method employed in controlling the expenditure of your department?—The expenditure of this department is necessarily regulated for the most part by the wants as they arise of the Indians of the various provinces, districts and territories, of the Dominion. It is therefore necessarily fluctuating. The heaviest expenditure is of course in the North-West Territories. In the provinces, excepting perhaps British Columbia, and in the district of Keewatin, the amounts annually expended are more uniform, and the objects for which the expenditures made are less varied than in the North-West Territories. The general principle laid down by the department is that gratuitous assistance shall not be given to able-bodied Indians, excepting under very extraordinary circumstances, but that eleemosynary aid shall be limited to aged, sick and widows too old and orphans too young to support themselves. While this is the general principle on which the officers of the department are required to act, it has not been found possible to apply the same, but in part, to some of the Indians in the North-West, although in the case of a very large number of the bands in that section it is fully acted upon, and all agents are required to inculcate the principle in the minds of the Indian that "if a man will not work, neither shall he eat," and to see that it is carried out as far as possible. Unless under very exceptional and unforeseen circumstances the expenditure in each province and in the North-West Territories is limited to the amounts of the Parliamentary appropriations, and it is kept as much under the amounts thereof as circumstances will admit of being done. Vouchers for all supplies delivered under contract, showing quantities, descriptions and prices of the same, and certified by the receiving officer that the supplies were delivered in good shape and were equal to sample or in accordance with the specifications thereof contained in the contract, the same being approved of or countersigned by the superior officer or the receiving officer, must be received by the department before payment for any supplies will be made. In the event of no contract having been made, as for instance, when supplies have been purchased for the relief of cases of distress such as those previously described, vouchers containing full particulars of the articles, quantities, prices, and for whom and why the purchases were made, are required. No agent has any discretionary power with reference to expenditure. He must obtain authority from the department for any action involving the expenditure of public funds, thus the expenditure is directly under the control of the department. Payments are made upon certified vouchers, in which the agents are required to state that the material has been received or the work performed, as the case may be, and that the charges are fair and just, and no voucher is payable which does not bear this certificate. All vouchers for beef issued in the North-West Territories are accompanied by legal declarations, setting forth the quantity of beef delivered, and the quantity issued which must agree with the vouchers and with the next proceeding affidavit. All payments of cash to Indians for annuity or interest money, are declared to be correct by affidavits of the agents and paying clerks.

1654. What system of purchase is adopted by your department?—In the older provinces and in British Columbia where the assistance given is limited for the most part to sick, aged and infirm Indians and widows and orphans, the amounts expended in each agency are comparatively small, and the agencies scattered, purchases of certain staple

articles of food and clothing previously authorized by the department are made by the agents as the supplies are required, at the cheapest rates at which articles of sufficiently good quality can be purchased. In the Province of Manitoba, District of Keewatin, that part of Ontario formerly known as the "disputed territory" and the North West Territories where the expenditure in purchasing supplies is largest, tenders are invited by public advertisement for the supplies to be delivered, in so far as all other points outside of the North-West Territories are concerned, at the various Indian agencies; and for points in the Territories at Regina, where the department has a large store house from which the supplies are transported to the agencies whereat they are required. Contracts based upon the most economical terms obtainable are then made after the tenders have been submitted to a rigid examination and reported upon. When an agent finds it necessary to purchase supplies of any kind not covered by contract, he must first report the circumstances which seem to him sufficient to render such action necessary, and obtain the sanction of his superior officer, and when forwarding the voucher for payment he must certify that the prices are fair and just, and the supplies were of good quality, and have been received in the quantities charged for. Purchases are therefore either regulated by contract or by the direct authority of the department.

1655. What is the system followed in the issue and receipt of stores?—The supplies when delivered are examined by the receiving officer, who at an Indian agency would be the agent, and at Regina the storekeeper, who is an officer attached to the Indian office at that place. Should the supplies be equal to sample or correspond with the specifications contained in the contract, as the case may be, they are taken over and weighed or counted according to the nature of the supplies, in order to ascertain the exact quantity or number of articles delivered, and a voucher accompanied by a receipt describing the goods and the price of the same, as per contract rates, is forwarded to the Indian Commissioner for the North-West Territories; if the supplies were delivered at any agency in the Territories, or if delivered at the Regina storehouse where they are for the most part deliverable, or to the Inspector of Indian Agencies and Reserves at Winnipeg, if the goods were delivered at an agency in Manitoba, Keewatin or in the at one time "disputed territory." Should the articles, when inspected prove to be inferior to sample, or not up to the specifications as stated in the contract, the agent rejects them, if the quantity of the same article on hand or other circumstances will admit of this being done without risk of suffering ensuing, and if the supplies have to be taken over, the difference of value after having been carefully computed between those delivered and those contracted for deducted from the price charged by the contractor. Supplies of food are issued to some of the Indians in the North-West Territories (where alone a regular ration system prevails) on the production by the Indian head of a family of a ration ticket which must previously have been filled up by the agent with the exact number of members in the Indian's family. Books of record of these tickets are kept at the agency, and the issuer of rations enters in a book all issues made by him, and these entries are checked by the agent, and subsequently by the Inspector of Indian Agencies and Reserves, who reports the result to the Indian Commissioner for the North-West Territories, who afterwards transmits the reports to the department with his remarks thereon. In the Manitoba superintendency, which embraces the Indians of Manitoba, Keewatin and that portion of the north-western part of Ontario formerly known as the "disputed territory" rations are not issued regularly to the Indians indiscriminately, but relief is given occasionally in the shape of food to the aged, sick and such like mendicants as the circumstances of each case appear to the agent to warrant. And the Inspector of Indian Agencies and Reserves, who is also the officer in charge of this superintendency, examines into the issues made, when he makes his annual inspection. At each agency in this superintendency, where supplies are kept and issued in such cases as those before described, a complete set of store books is kept showing the receipt and issue of each pound of food, and if implements are issued to whom and why. These books must balance with the quantities on hand, as ascertained by the Inspector when he makes his visit to the agency.

1656. How are contracts generally awarded in your department?—Contracts in the Department of Indian Affairs are invariably awarded, other things being equal, to the lowest tenderers.

1657. In addition to his salary, is any official in your department in receipt of any additional allowances or perquisite, and, if so, please state particulars?—No official of the department at headquarters is in receipt of any additional allowance or perquisite, excepting the private secretary of the Superintendent General of Indian Affairs, who in addition to his salary of \$1,800, as a clerk in the outside service of the department, receives \$600 per annum as secretary.

1658. Is it possible, in your opinion, to reduce the expenditure on account of the services under the control of your department without impairing their efficiency, and if so, state in what way?—It would be possible, in my opinion, to reduce the expenditure on account of the inside service of the department without impairing its efficiency, (1) by retiring one clerk in the Accountant's Branch who holds the rank of first-class clerk, and receives \$1,475 per annum, and appointing a third class clerk in his stead who had passed in book-keeping; (2) by retiring a second class clerk in receipt of \$1,400 per annum and appointing a third class clerk who shall have passed in the optional subject of French translation, and who could do the translating required by the department, combined with the performances of additional duties which an active, intelligent man would have plenty of time to attend to besides translating; (3) a second class clerk in the Correspondence Branch, whose salary is \$1,400 per annum, might also be retired with advantage to the service, as he is not always steady in his habits, having been suspended during the past year for over-indulgence in intoxicants, and consequent incapability to discharge his duties properly; and on previous occasions similar treatment had to be meted out to him for the same cause. He is, moreover, extremely careless in the execution of his work. This man might, with advantage, be replaced by the appointment of a second class clerk at the minimum salary; (4) There is also in the same branch the clerk to whom I have referred in a previous part of this report as having been brought from the Regina Indian Office, who might also be removed with advantage to the service and replaced by a third class clerk. He receives \$900 per annum. (5) A third class clerk in the Land and Timber Branch, who has attained to the maximum salary of his class, viz., \$1,000, might also, with advantage, be superannuated, and replaced by a third-class clerk at the minimum salary. The course of the third-class clerk last referred to has not been satisfactory. At one time he was very unsteady in his habits, and was repeatedly under discipline in consequence. He apparently somewhat reformed in this respect, but his frequent absences from the department, the late hour at which he frequently arrives, and the discharge generally by him of his duties render his services unsatisfactory. (6) There is also a second class clerk in the Registrar's Branch of the Department whose salary is \$1,400 per annum, who might, with advantage to the service, be retired and replaced by a third class clerk. He has on several occasions received lengthened leaves of absence owing to heart affection, combined at times with attacks of rheumatism, from which he suffers periodically, and his attendance at the office is very uncertain at most times. He is, moreover, well up in years, and I think could be retired with propriety. The above described officials, owing to bad habits in some cases, carelessness or indifferences, or lack of industry in others, and ill health in the last case referred to, do not render satisfactory service for the salaries paid them, and their work could be better done by good clerks at lower salaries.

1659. In your department have any abuses prevailed in connection with the supervision of payments?—No abuses have prevailed in the Department of Indian Affairs in connection with the supervision of payments.

1660. Have you any suggestions to make with a view to possible amendments of the Audit Act?—The provisions of the Audit Act are found to work very satisfactorily as regards the revenue and expenditure of this department, and I am not aware of any amendments to that Act, in so far as the Department of Indian Affairs is concerned being desirable.

1661. What do you think about the salaries which are paid to deputies? Should the salaries be uniform?—I think it should depend very much upon the deputy's duties. It is well known that some deputy heads of the departments have very laborious positions to fill, requiring the exercise of much responsibility as well as of their minds in shaping the policy to be followed by the department in respect to matters coming under its special direction, whereas other deputy heads have very light positions and comparatively little responsibility connected with them.

1662. Do you think there should be a minimum salary to be paid to a deputy head?—Yes, I think so.

1663. What rate would you place it at?—I should think the present minimum was about right.

1664. What do you think the maximum should be?—I do not think \$4,000 is an extravagant maximum at all.

1665. Do you think it should be increased in certain cases?—I think so.

1666. What do you think is the utmost to which it should be increased?—I have never given that point consideration, but I should think that \$5,000 would be the most that should be given in any case.

1667. Then you would recommend the payments to be between \$3,200 and \$5,000 according to the work?—Yes.

1668. Would you make provision for any increase for length of service in regard to deputy heads?—No, I do not believe much in these increases for length of service. I believe they have been a great weakness to the Government. This annual increment given every year for instance, I believe the proper way is to take the actual value of a man's services and pay him what he is worth.

1669. Your idea of what is to be paid to a deputy head is analogous as respects the salary paid to a judge that is it should be fixed and unchangeable?—Yes.

1670. How many chief clerks have you?—Only one.

1671. Do you think any more are necessary?—I think the officer in charge of the technical branch ought to be a chief clerk but I am not aware of its being necessary. Perhaps the Inspector of Indian Agencies and Reserves would be entitled to that position. He has a great deal of responsibility.

1672. Do you think it desirable to have a limitation in the number of first-class clerks in each department?—I should say it would be.

1673. And do you think they should have distinctive duties?—Yes.

1674. It appears from your statement that there are certain first-class clerks in your department who are performing inferior work?—Yes, there are some of them who are not performing work equal to their grade certainly, but I think that the duties of most of them are sufficiently important to entitle them to the rank of first class.

1675. Did those who you say are doing inferior work obtain their position by length of service?—That was taken into consideration to some extent.

1676. Do you think the increment of salary to all first-class clerks should be alike or that there should be a difference in the various departments or in the various classes?—I think there should be a difference. I am quite opposed to this uniform system of increment or to length of service entitling a man to it.

1677. In regard to second class clerks, do you think the number should be limited?—I think so.

1678. And do you think their duties should be also distinctive?—I think so, as far as possible.

1679. Did you mention whether any of your second-class clerks are doing third class clerks work?—I do not know that I did specially, but I can recall one or two instances in which I think that, owing to circumstances, a second class clerk is not performing as important duties as he was at the time he was made a second class clerk. You may remember that I spoke of the senior stenographer of the department who, through his eye sight failing, had to take a position in another branch where he would not suffer so much.

1680. Do you think the increments should be alike to all second class clerks of all departments and all classes?—No, I do not think so. I think it should depend upon the quantity of work a man does and the nature of the work done by him, whether his salary is increased or not and to what extent.

1681. Are new appointments made in your department through requisition from the several heads of branches, or from your own observation, or at the desire of the head of the department?—I think in the Department of Indian Affairs, the appointments have been made as the work necessitated. Of course it would be brought under my attention by the heads of branches, but I would enquire into it myself personally and through the chief clerk, and, as necessity arises for adding to the staff, a recommendation is made to the Minister.

1682. It has not happened then, that your staff has been increased when you did not think yourself it should be increased?—No, not at all.

1683. Do you think it desirable that the deputy head should have the power to suspend?—I certainly think so.

1684. Would you have any objection to give us a comparative statement showing your present organization and its cost and such a theoretical organization as, with your experience, you would think best for carrying on the work of the department, and its cost?—I will do so.

The theoretical organization of the Department of Indian Affairs was, in common with that of the other departments of the public service, fixed by Order in Council of the 13th of March, 1883, the number of possible employees of all ranks being limited thereby to forty, and the number of branches into which the department was divided to three, viz., the accounts, the correspondence and the lands branches. Since that date however, numerous unavoidable changes—owing to the exigencies of the service—have taken place in the staff, the actual number of which is now forty-eight, and the theoretical organization of 1883 no longer represents correctly either the personnel of the department or the various branches into which it has been found necessary to divide it.

The following comparative statement shows the organization of the department, theoretically in 1883 and actually in 1891, and the several branches which it has been found necessary to add to those of which it was composed at the former date:—

1883.	1891.
1 Deputy head.	1 Deputy head.
1 Shorthand writer 2nd class	1 Shorthand writer 2nd class
	1 " 3rd "
	1 Typewriter 3rd "

Accounts Branch.

1 Accountant Chief clerk	1 Accountant Chief clerk
3 Clerks 2nd class	2 Clerks 1st class
10 Clerks 3rd "	3 " 2nd "
	5 " 3rd "

Lands and Timber Branch.

1 Clerk 1st class	1 Clerk 1st class
1 Draughtsman 1st "	
2 Clerks 2nd "	1 Clerk 2nd class
5 " 3rd "	5 " 3rd "

Correspondence Branch.

2 Inspectors 1st class	1 Inspector 1st class
	1 Clerk 1st "
1 Clerk 2nd "	1 " 2nd "
9 " 3rd "	4 " 3rd "

1883.	<i>Messengers.</i>	1891.
1 Caretaker.		
2 Messengers.		3 Messengers.
<i>Technical Branch.</i>		
None.		1 Surveyor and draughts- man 1st class
		1 Surveyor and draughts- man..... 2nd class
		1 Surveyor and draughts- man 3rd class
<i>Registry Branch.</i>		
None.		1 Clerk 1st class
		1 " 2nd "
		4 " 3rd "
<i>School, Statistical and Supply Branch.</i>		
None.		1 Clerk 1st class
		1 " 3rd "
		1 Packer.
<i>Index Branch.</i>		
None.		2 Clerks 3rd class
		1 Translator 2nd "
		1 Typewriter..... 3rd "
Total	40	Total 48
Present cost of service.....		\$49,087.50

It would appear from the foregoing that a theoretical reorganization of the department on a basis which will provide for possible expansion during the next decade has become necessary, and as it is probable that the business of the department will be largely increased within the next ten years, owing to greater efforts being put forth to further advance the Indians of Manitoba, the North-West Territories and British Columbia in civilization, by increasing the facilities for educating and training them in the knowledge of industries, and owing to the probable subdivision of reserves and occupation by the Indians of land in severalty, the probable sale of the surplus lands, timber and mineral on the various reserves in those parts, and consequent funding of the proceeds for their benefit. I have the honour to submit for consideration the following theoretical organization of the department :—

- 1 Deputy head.
- 1 Shorthand writer 1st class.
- 1 " 2nd "
- 1 Type writer..... 3rd "
- 1 Secretary..... Chief Clerk

Account Branch.

- 1 Accountant..... 1st class.
- 1 Clerk 1st "
- 5 Clerks..... 2nd "
- 5 " 3rd "

Correspondence Branch.

- 2 Inspectors 1st class.
- 1 Clerk 1st "
- 2 Clerks..... 2nd "
- 4 " 3rd "

Lands and Timber Branch.

2 Clerks.....	1st class.
2 ".....	2nd "
4 ".....	3rd "

Technical Branch.

1 Chief surveyor and draughtsman.....	Chief Clerk
2 Surveyors and draughtsmen.....	1st class.
1 ".....	2nd "

Registry Branch.

1 Clerk.....	1st class.
2 Clerks.....	2nd "
5 ".....	3rd "

School, Statistical and Supply Branch.

1 Clerk.....	1st class.
1 ".....	3rd "
1 Packer.	

Index Branch.

1 Clerk.....	2nd class.
1 ".....	3rd "
1 Translator.....	3rd "
1 Type-writer.....	3rd "
1 Private secretary for Minister.	
1 Solicitor.	
3 Messengers	

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Recapitulation.

- 1 Deputy head.
- 1 Secretary, chief clerk.
- 1 Technical officer, chief clerk.
- 11 First-class clerks.
- 15 Second-class clerks.
- 23 Third-class clerks.
- 1 Private secretary to the Superintendent General.
- 1 Solicitor.
- 1 Packer.
- 3 Messengers.

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Estimated cost of staff as re-organized—placing the salaries at the maximum of each class.....\$75,400

This does not necessarily represent the amount which would be actually incurred, but the sum of cost involved were the maximum salary in each case to be eventually attained under the provisions of the Civil Service Act.

1685. Virtually from 1882 to 1891 you have increased the number of your employees, permanent and extra, from 23 to 54?—Yes.

1686. No new provinces have been admitted during that period into the Dominion?—No.

1687. And you have the same number of Indians?—Yes.

1688. You say the increase is owing to the development of industrial schools and other works in connection with the development of the Indians?—Yes, owing to the expansion of the work in the North-West Territories, Manitoba, British Columbia and

in what was formerly known as the "disputed territory," a good many agencies have been created within that period.

1689. Do you think your staff is not sufficient to cope with any further development amongst the Indians?—I think it may be said to be sufficient. It might be necessary to add perhaps a few to the staff but not many.

1690. You have increased your permanent staff?—Those increases have taken place since the Civil Service Act came in force.

1691. Did they all pass the Civil Service Examination?—All the permanent clerks.

1692. Did any of them fail at an examination and have a subsequent trial before they were permanently appointed?—I think some of them did. I know of one or two instances, and there may be others that I do not remember.

1693. You say that in two cases second-class clerks were suspended for bad habits?—Yes.

1694. They were not removed?—No.

1695. Have you got them still in your employ?—Yes.

1696. Is there any reason that you know of why they were not removed—are they kept there by political influence?—No, I do not know that they are. I think that all that was recommended to be done in their case was to suspend them, and that was acted on. There was one case, though, in which a man was dismissed not very long ago, during the past year.

1697. In one or two cases you have withheld the annual increments?—Yes.

1698. Have you afterwards recommended the increments of these people from whom you withheld them?—Yes, when they showed there were doing better.

1699. Then the misconduct was sufficient to justify withholding the increment, but not sufficient to justify the dismissal?—No, or it might possibly have been sufficient, but they were not recommended to be dismissed.

1700. You say in these cases the clerks were suspended?—Yes.

1701. Was there any dereliction of duty after the suspension?—In the case of one there was.

1702. And yet he is kept on?—Well, it was after the lapse of some years, and the previous suspension had had that effect upon him that it had caused a reformation in a way up to the date of his subsequent outbreak, and then he was suspended again.

1703. And after that suspension was there any breach of conduct again?—I should have added that he was taken back on the understanding that, if there should be a breach again, he should go, he should be dismissed. I myself sent him a written document to that effect, that he would be allowed to resume his duties on this occasion, but if it occurred again he would lose his place.

1704. And that you intend to act upon?—Yes.

1705. You mentioned one officer, the assistant accountant, who, after promotion, turned out to be incapable?—Yes.

1706. Have you withheld his statutory increase?—Yes.

1707. You did not think you were justified in recommending that his promotion should be cancelled and that he should revert to his former class?—I have not yet. I have thought of making such a recommendation, but I have not yet made it or come to the conclusion to do so, but I stopped his increase of salary.

1708. He is virtually a second-class clerk at present, acting under a junior in standing?—Yes.

1709. Because, not only was he found inefficient but careless?—Yes.

1710. There was worse than inefficiency; there was a sort of carelessness which is always wilful?—I do not know that it could be said to be wilful. I am afraid that the man is involuntarily given to carelessness and he used to loaf about a great deal, going into offices and gossiping, and all that kind of thing. He did not exercise the supervision over the work with which he was intrusted that he should have done, and the result was serious errors and delays, and at last he had to be superseded. We bore with him as long as possible.

1711. And yet he is still in the service?—Yes.

1712. There is no defect of supervision in the department?—None whatever. Mr. Sinclair, the chief clerk, is an excellent man for that sort of thing. He keeps everything thoroughly under his eye.

1713. The extra clerks are necessary from the magnitude of the service?—Yes, from the amount of work.

1714. Have you at any time had political pressure put upon you to employ such and such a man?—Do you mean by Members of Parliament?

1715. Yes, and Ministers?—No, I cannot say I have had political pressure brought to bear on me directly in that matter, but men have been put upon us when we wanted extra assistance who proved to be not the men we required.

1716. What do you do with them then?—I mean they have to be taught everything, and we have to bear with them until they learn how to do the work.

1717. You comply with the Act and make the requisition and trust to luck as to whom you get?—The Minister makes the selection. I have nothing to do with the selection of the candidate.

1718. But in all cases the service of an extra clerk was necessary and you made the requisition?—Yes.

1719. Sometimes you were disappointed at the result?—At the person they sent.

1720. There is no machinery now by which a department requiring an extra clerk can get one from a department where the supply of extra clerks is abundant?—I never heard of any.

1721. Every department is an *imperium in imperio*?—Yes, just so.

1722. Do you think it desirable that the Civil Service Board, if constituted as you recommend, should have a list of clerks who could be drawn upon when required?—Yes, I think so.

1723. So that any deputy head, when he found he had more clerks than he wanted, could report them so that they might be drafted off to any department where they were wanted?—Yes. Supernumeraries, so to speak.

1724. Is it a fact that an inefficient temporary clerk is kept and made the best use of instead of being dismissed?—Yes, that is generally the case.

1725. You have two or three times referred to officers employed at headquarters being charged against appropriations for Indians in Manitoba and the North-West Territories?—Yes.

1726. You said that once a transfer was effected from the outside service without your knowledge?—Yes, I was absent at the time. When I came back I found him there.

1727. Was that transfer made departmentally or by Order in Council?—Departmentally.

1728. Is it true that it could not be effectual because the man was above the age—Legally he could not be appointed because he was above 35.

1729. But he remains here charged to the North-West appropriation?—Yes.

1730. Does he get an allowance while he is here?—No, nothing further than his salary.

1731. In the last year's Auditor General's report it appears that living allowances were paid to two or three, one for 166 days down here at Ottawa. Was that necessary in the interest of the service?—Mr. Nelson was until the early part of this spring attached to the Commissioner's office at Regina. By Order in Council, however, he was transferred to head-quarters at Ottawa and he now is one of the staff at head-quarters. Living allowance was made to him before the Order in Council was passed, when he was still attached to the Indian office at Regina. He was obliged to come here to do certain work and was given his living allowance. Now he does not get it.

1732. He was here for six months at \$6.00 a day pay, with \$3.50 living allowance?—Yes.

1733. It appears that one of your officers, the inspector drew over \$1,600 last year for travelling expenses?—Yes, that is Mr. Dingman.

1734. Does he draw the same allowance wherever he goes, whether to Brantford or Tyendinaga or anywhere else?—Yes.

1735. He draws the same living allowance as you would draw if you went to Montreal?—Yes.

1736. Do you consider he should be paid in that way?—No, I think he should be paid according to where he goes.

1737. And according to his rank?—Yes.

1738. In the Finance Department an inspector is paid \$2 a day when he goes to certain places?—We endeavoured to reduce this allowance and it was reduced for a while, but there was a great outcry about it and the old system was reverted to.

1739. Was political pressure brought upon you?—I think it must have been brought to bear, but not on me.

1740. This case has frequently been before the Public Accounts Committee?—Yes.

1741. And despite all that and the enquiries made into the matter, you have reverted to the old system?—Yes.

1742. What is the Indian population in the North-West Territories in round numbers?—In round numbers I should say about 25,000.

1743. In recent meetings of the Public Accounts Committee, enquiries were made about the travelling expenses of your inspectors there?—Yes.

1744. Are the allowances of McGibbon, Wadsworth and Hayter Reed granted for all the time?—No, while travelling.

1745. When they are at their residences?—No.

1746. Are not the Indian agents supplied with rations?—Yes.

1747. Is not this virtually an extra allowance to them?—Yes, it is virtually an addition to their salary. Of course the Indian Commissioner and Inspector when visiting an agency have to give a little present sometimes to the officer with whom they stop.

1748. And the school inspectors, Mr. McRae and Mr. Betournay, have the same privileges?—Yes.

1749. And these four inspectors get these additions to their salaries as allowances when they are staying at the houses of the resident agents?—Yes.

1750. And what does that allowance amount to?—\$3.50 a day when they are absent, and they are absent most of the time.

1751. You recommend that all officers should be scheduled under the Civil Service Act, whether they are in the outside service or not?—Yes.

1752. In order to bring them under the control of the department?—Yes.

1753. Do the outside service participate in the benefits of the Superannuation Act?—I think that it is regulated by the Governor in Council.

1754. But as a matter of fact?—Most of ours are under it.

1755. You have an idea that all your officers should be under the Superannuation Act?—I think so.

1756. You have frequently reported to that effect in individual cases?—Yes.

1757. You say the goods delivered under contract are inspected and found equal to sample?—Yes.

1758. Have you officers to do that work?—Yes, the agent gives his opinion, and then the inspector, when he reaches the point, re-inspects the goods and pronounces upon them.

1759. Do the tenders include the cost of transport and delivery at the places named?—Yes.

1760. How many Indian farms have you in the North-West Territories?—At present the farmer instructor has really no farm of his own. At first he had, but we stopped that. There was too much time taken up in looking after his own farm, and we found it better to make him look after the Indians on their farms. They are still called Indian farms more for convenience than anything else. We have about 26 of them.

1761. With all these 26 farms you still buy large quantities of flour and other stuff?—Yes, but I am glad to say that in a good many instances the Indians—and especially during the last season when the crop was very bountiful—have been able to raise enough grain to make flour for themselves for the year.

1762. In the way of breadstuffs the farms have become self-sustaining?—Yes, the Indians have become so to that extent.

1763. How are the Indian agents appointed?—By Order in Council.

1764. On the nomination of the head of the department?—On his recommendation.

1765. There is no examination or test of competency or anything of that kind brought into requisition?—No further than that they have to show that they know how to farm. They have to satisfy the head of the department that they are farmers and have been brought up to farming, and also that they are respectable men.

1766. Do politics intervene?—Well, of course, that must be the case under the present system.

1767. In addition to their salaries they have the perquisites attached to living at the farm, with fuel and light and rations?—Yes.

1768. What salaries do you pay them generally besides their perquisites?—The salaries vary. I think the most that is given is \$700 a year and the least about \$500.

1769. That is to the farmers?—Yes.

1770. But the agents?—The agents get from \$1,000 to \$1,200.

1771. Besides the perquisites?—Yes.

1772. Your department and the mounted police buy in a great measure the same supplies, beef and bacon and tea and other things?—Yes.

1773. Do you act in concert?—No, we do not.

1774. Do you sometimes oppose each other in calling for tenders?—No; they are called for at different times. The police do not advertise for tenders at the same time that we do.

1775. Why was the Regina office instituted?—I do not know why that office was specially instituted, unless it was that Regina having been made the capital of the North-West Territories, it was thought best to put the Indian Office there along with the other public offices; but the object of creating the office of Indian Commissioner for the North-West Territories was that it was considered necessary, because at that time the Indians were in a very wild state, and it was thought that some person, some head-man, should move among them and should endeavour to assure them of the good will of the Government, and in fact should try to keep them in good humour. I remember very well that at the time Sir John Macdonald was very much put about to find a man for that position, and it was offered to several who would not take it, and at last Mr. Dewdney was selected. He was then a member of the House of Commons, and he was sent up there more as a general supervisor of Indian affairs in the North-West, to move about among the Indians, and that subsequently developed into the establishment of an office for the commissioner and the appointment of a staff in connection with his office.

1776. Was that office not in a great measure instituted because there was no railway there at the time and it was far from headquarters?—It was on the latter account and for the reason before stated.

1777. Have not circumstances so changed that that office might be abolished?—I think so.

1778. And the expenditure last year on that office was \$47,000; it has been from \$45,000 to \$50,000 a year?—Yes.

1779. While a commissioner may be necessary, the enormous staff there is not now so necessary?—My own idea is that the work in the North-West could be almost, if not quite, as effectively done through inspectors, if you have reliable men as inspectors, moving about among the different agencies, and that the agents might communicate direct with the department. That is my impression; of course in the first place it was absolutely necessary to have a commissioner up there, but in the present position of matters I do not see the necessity. It just duplicates the work and the expense.

1780. Do not the payments made at Regina come through the banks?—Yes.

1781. The mounted police pay here after examination, and it is stated that in your department the payments are made through the banks after examination at Regina, and then they are checked here—that is the duplication to which you refer?—Yes, but all payments are not made at Regina through the banks. It is only in some cases. In the majority of cases the vouchers are sent here direct, but in a case of emergency, where the money cannot be waited for until the department has forwarded the cheque, discretionary power is given to the commissioner to pay if he is quite sure that the services were rendered or the goods were furnished; as the case may be.

1782. How do you manage to recover moneys that the department here would think were improperly paid?—I do not know that we have ever had any instances of that kind. As a rule, as I said, the vouchers are sent here and examined before the accounts are paid, and the circumstances are exceptional when the other course is taken; so the commissioner is generally very sure of his reasons for paying, and I do not know that the department has had reason to take exception to his action in any of these matters. I do not remember any.

1783. Your percentage allowed to the department for sales of Indian lands is 10 per cent on land and 6 per cent on timber?—I think it is 10 per cent all round.

1784. When lands will in future be sold in the North-West and in British Columbia will that percentage apply?—Yes.

1785. In the Indian Act there are many offences for which penalties are imposed. Do your agents kept a sharp look-out to get the penalties?—Yes, they are imposed in connection with trespasses.

1786. Do you get much money in that way?—Not a very great deal, because parties have got now to understand that they cannot trespass without being punished as a rule.

1787. Do your agents collect any moneys for anything at all?—Yes.

1788. Does the man who collects also give a receipt?—There are numbered receipts. These numbers are consecutive, and these receipts are issued in duplicate. The original is given to the payer, and the other is sent to the Auditor General, and we keep count of the numbers, and then, on the anniversary of each man's purchase of land, if he has not paid in full for his land we notify him direct from the department that there is so much due; so, if the agent has received money which he had not accounted for, the payer has it in his power to correct our statement at once and there is very little chance of mistakes being made.

1789. The agents know that, and know that the embezzlement would be disclosed?—Yes.

1790. Notwithstanding that, have any losses occurred?—Yes. On Manitoulin Island there was an agent who embezzled a considerable amount of money. He gave bogus receipts, but that was before we had introduced this system of checking.

1791. You have not had any defalcations since?—No, in fact it seems almost impossible for a defalcation to take place without our knowing it very soon.

1792. No extra clerks in your department received any extra pay beyond his per diem allowance?—No.

1793. You take a vote for Indian reserve surveys in British Columbia?—Yes.

1794. That has been going on for many years?—Yes, and the surveys have been going on for a number of years also.

1795. Are they nearly finished?—I think they are, except in the country which is as yet untouched by the Reserve Commissioner, and that comprises a large part of the northern portion of British Columbia, what is known as the Babine districts. He has not touched that yet.

1796. These are reserves set aside for the Indians?—Yes.

1797. Have any of their lands been sold?—No, none of them have been sold. On the Songhees reserve near Victoria, some have been held for lease.

1798. Why, with all this expenditure going on for so many years, has nothing been realized?—The reserves in British Columbia are generally small and limited to the wants of the Indians.

1799. They are for occupation and not for sale?—Yes. There is no treaty with the British Columbia Indians, and we are not bound to give them any fixed quantity of land but only what is necessary.

1800. Is there no conflict or difference of opinion with the British Columbia Government as to these lands?—No, that was arranged some years ago; all the lands in British Columbia set apart for the Indians being subject to approval of the chief commissioner of lands and works, on behalf of the Local Government, and of the visiting Indian superintendent for British Columbia, on behalf of the Dominion Government.

1801. There are no lands set apart in British Columbia for the Indians as there are in other provinces?—There is no fixed quantity.

1802. But a defined locality has been put aside, or there would be no survey?—The plan the commissioner pursues, under direction from the department and with the concurrence of the British Columbia Government, is to visit each band of Indians and to ascertain from the chief or chiefs of the band where they want the land situated, and to meet their views as far as possible.

1803. Should not British Columbia pay its share of that survey?—They never have. In British Columbia before it entered into Confederation the Indians were given limited reserves, and, when British Columbia became part of the Dominion, it was represented that these quantities of land were quite insufficient for the Indians; and the Imperial Government, I think, intervened on behalf of the Indians, and then an arrangement was come to—this arrangement which I have already spoken of—between the Dominion and the Province that suitable quantities of land should be located.

1804. The Provincial Government contended that these lands in British Columbia were not for sale but were simply for occupation, and, if you sell them they go back to the Provincial treasury?—Yes, and without special legislation we cannot dispose of any reserve in British Columbia, that is legislation by the Province.

1805. It is necessary for your purposes that your reserves should be surveyed and defined?—Yes, and all kinds of complications would arise between settlers and Indians if the bounds were not settled.

1806. As to Manitoba and the North-West Territories the grant for annuities in 1890 was \$138,000. Those annuities are payable under treaties?—Yes.

1807. How do you ascertain whether an Indian may not be paid his annuity twice?—We had a great deal of difficulty at first, in the early days of the North-West, but now that difficulty has to a great extent been surmounted by the agents being stationed in the locality and becoming acquainted with the Indians individually.

1808. Is not one Indian very much like another?—They are all numbered. Each payee has a number on the pay-list and has a ticket which shows the number in his family, and he has to present that ticket, and if he comes again he must have the same ticket.

1809. Might not he have two or three tickets?—No; it is impossible, because the agent has his number.

1810. If there are 175 men in a band, you do not pay more than 175 though one may be personated?—No.

1811. For agricultural implements, from 1881-2 to 1889-90, that is nine years, you have expended \$248,000, or \$27,000 a year on the average. Is not that quite sufficient to start your 26 farms?—Yes; I should say so.

1812. Had you any notion that so much had been spent?—No, I had not indeed. These implements were not issued to the farms, but to Indians on the reserves as they settle down, and the reason why the amount is about the same for each year is that the issues of implements were kept as even as possible, that is that they were distributed to deserving families and to Indians who desired to enter into the practice of agriculture.

1813. They are not for the farm instructors?—No; the farms have been put an end to, and the farmers have now to expend their efforts on and impart instruction and information to the Indians with a view to make farmers of them.

1814. Do the treaties provide for the supply of agricultural implements?—All of them do, but the quantity has been largely exceeded owing to the Indians having to

take to agriculture as a rule, instead of supporting themselves, as they did before by hunting.

1815. However, in four years the expenditure has decreased from \$40,000 to \$29,000 and then to \$20,000, and then to \$13,000—it is decreasing each year?—Yes.

1816. Then it will come down to some normal point?—We hope so.

1817. Have you any idea what the normal amount will be under the treaties?—That has been always fixed by the supply and demand, that is to say, by the number of families settling down. Of course when they are self-supporting they will not require any such grant or very few of them will require much. The treaties require a certain number of agricultural implements to be supplied to each family, but Indians who have hitherto been supporting themselves by hunting and fishing are in many cases coming in and constantly settling down to agriculture. The game is falling off and so is the fishing. There is no doubt that the quantity of agricultural implements that we were obliged to supply under treaties has been more than quadrupled.

1818. But that is a question of policy?—Yes.

1819. There has been no occasion to keep inventories of these implements?—Yes; in Manitoba they have been kept most particularly. Whatever may have been the system in the North-West in the past, lists are now kept of the implements and of the Indians who receive them.

1820. The same would apply to the cattle you supplied in the same period?—Yes.

1821. And the same in general applies to the seed grain, which cost \$141,000 in the nine years? Yes. Of course every year expenditure on this account is becoming less necessary, that is provided the season has been a favourable one, and the crops have been bountiful on the different reserves, but in case of a failure of crops we have to buy seed grain for them,

1822. Do you think you have been getting any return in the way of bettering the condition of the Indians?—I think the transformation that has taken place in the Indians of the North-West in such a comparatively short term of years is perfectly marvellous. They have now developed into a partially agricultural people, and I have no doubt, if the same system is observed and the same energy displayed in leading them on eventually they will become self-supporting. From a moral and social point of view, the effect upon them is most salutary. They are becoming civilized and domesticated, and we hear gratifying accounts of the progress of civilization in their homes and in the places in which they live, and so on, which shows that the policy pursued has been highly successful.

1823. How do they house themselves?—They are encouraged to do that themselves as far as possible.

1824. And do they occupy the same sort of houses as the ordinary immigrant?—Yes; to a great extent and they are improving in the style of their houses.

1825. In supplies to the destitute Indians you have spent over \$4,000,000 in the nine years. It has decreased from \$563,000 to \$352,000? Is there any further process of decrease?—Yes; I think there is every probability of our being able every year to make an important decrease in the item for the support of our Indians.

1826. Until you hope to come to the same condition as in regard to the Indians of Ontario, that there shall be no such thing as destitute able-bodied Indians at all?—That is what we aim at. Of course, the decrease is necessarily gradual.

1827. The expenditure on industrial schools must of necessity increase as the country develops and you bring the children to school?—Yes.

1828. That has only been going on for about seven years?—Yes.

1829. And it has increased from \$12,000 to \$100,000?—Yes.

1830. That will be a great item of increase?—I hope so.

1831. In regard to the item of farming instructors and wages on which you spent \$339,000 in nine years, that would be on the Indian farms?—Of late years we have adopted the policy that the energies of the farmers should be given not to their own home farms, but that they should see after the Indian farms.

1832. That will decrease?—Yes; I hope so.

1833. In the Province of Quebec the Indians have splendid reserves, in Oka and Caughnawaga, and so on, but they keep their nomadic habits?—It is very remarkable that the same tribe of Indians in Ontario, the Iroquois, are remarkable for their industry and enterprise in farming. We have the same tribe of Indians on the Six Nation reserve and in Tyendinaga, and they have some capital farms.

1834. Do you find a family that settles down to farming, driven perhaps from mere want, will stick to it, that there is that characteristic which we find in civilised nations to stick to an occupation?—I think so, as far as my experience goes. The son seems to succeed his father in farming and goes on in the same way. No doubt sometimes they give it up, but as a general rule I think they are very persistent and very tenacious as to their land rights.

1835. On farm maintenance you have expended nearly a quarter of a million in nine years. It has decreased from \$37,000 to \$19,000. That is because you have abandoned the system of farms?—Yes; to some extent, and we have also cut down the salaries and employed Indian labour.

1836. The general expenditure has increased from \$89,000 to \$171,000, and you have spent \$1,341,000 in nine years. Have you anything to say on that?—That is really an expenditure on maintenance in the North-West Territories. It includes the expenditure on all the Indian agencies and on the Commissioner's Office at Regina. Of course many changes have taken place. We have established many Indian agencies that had no existence at all in 1882, and of course the expenses were increased proportionately.

1837. Your salaries for agents and school teachers are over \$200,000. Could not some of the agencies be amalgamated?—I do not think so. I think that the agencies are distributed probably as well as they could be. It does not do to have an agent over a number of bands of Indians living far apart. It is well that the agent should have his Indians well in hand under close supervision.

1838. How many different tribes have you in the North-West?—There are the Blackfeet, which comprise three branches—the Blackfeet proper, the Bloods and the Piegans. Then there are the Sarcees, the Crees, which is I suppose the most numerous of all; and there are the Assiniboines or Sioux, and also the Stoneys and the Sauteux, who live under Treaty No. 3 in what was called the disputed territory.

1839. Are these various tribes far apart?—The reserves they occupy are pretty generally I think in the country they formerly occupied as hunting grounds, and the lines of their hunting grounds are to their minds very distinct. The Blackfeet are in the southern part of Alberta. The Crees are in Assiniboia and the Saskatchewan District and the northern part of Alberta. The Stoneys are comparatively a small tribe. They live out towards the Rocky Mountains. They hunt in the mountains.

1840. Do they migrate now as they did formerly?—No, they do not, because the system of reserves prevents them, but many of them are given to going about a good deal, going to see their friends and relatives even across the line, extending their visits to the United States.

1841. In addition to your expenditure, your department is trustee for between three and four millions of money for the Indians?—Yes.

1842. The ultimate aim is to sell all the land and capitalize the product and make it self-sustaining?—All that is not required by the Indians.

1843. You are a large expending department in reference to these destitute Indians? Have you any reason to believe that any of your officials have ever received any commission on account of any supplies being rendered?—We have had no direct evidence of it. Of course we have had suspicion, but whether well founded or not I cannot say. I do not think we have had any direct evidence of anything of the kind such as officials conniving with contractors. I have never known of a single case.

1844. You say you had suspicions—did you make enquiries?—Yes, but further than rumour I could never get anything more definite. It was the impression. That is in reference to the Indian service in the North-West.

1845. That would be in regard to passing stores at short quantities or stores that were not up to the contract?—Yes, or as to the delivery of inferior goods. I have heard it rumoured that it was not at all unusual for the contractors to send a present to an agent before he sent his supplies, but further than rumour we have never been able to fix the guilt upon anyone. To a great extent now the receipt of supplies is taken out of the hands of agents in the North-West and sent to the office in Regina, and a responsible officer, an inspector, examines them there.

1846. What do you pay him?—\$2,200 a year. He connects that duty with his ordinary duty of inspector of Indian reserves and agencies, and he is appointed to this duty by reason of his experience in business matters.

1847. He is from Montreal?—Yes.

1848. He was in the Commissariat in the rebellion?—Yes.

1849. He has sufficient salary to keep him honest—there is no temptation for him to go astray?—He is a reliable man in every way.

1850. What are the chief things you furnish the destitute Indians with—are they food or clothing?—Suitable articles—beef, bacon and flour.

1851. And clothing of a certain description?—Yes.

1852. For instance you have 701,000 lbs. of beef supplied to the Blood Indians?—Yes. Those Indians who are in the southern part of Alberta have to be regularly rationed. They are the least civilized and the most warlike of the Indians, and we have to handle them very tenderly. They are not as advanced as the Crees. The missionaries have not worked among them as among the Crees and they have not been brought so much in contact with white men. In early years the Hudson Bay Company were afraid to establish agencies among the Blackfeet, they were so warlike.

1853. You think you got fairly good provisions for your Indians?—Yes, I do not think under our system it is possible for dishonest conduct to be carried on without being discovered.

1854. Do you get the beef from the ranches?—Yes, we get it from the contractors, who get it from the ranches.

1855. Something the same as the Mounted Police?—Yes. Sometimes we have the same contractors, and every month our agent has to take an oath that the beef has been butchered according to contract.

1856. Generally you think you will be able to reduce your estimate for Manitoba and the North-West as time goes on?—Yes; we hope so, and we are endeavouring to do so as fast as we can.

1857. Will you tell us the extent to which there are perquisites which are enjoyed by the Indian agents in the North-West?—They have a house free, to start with.

1858. Furnished?—No, not furnished, but free of rent, and they receive rations, light and fuel.

1859. According to the number of their families?—Yes, we have a regular scale of allowances.

1860. An agent with ten children will receive more than one with five children?—Yes.

1861. Though his salary may be the same?—We do not ration any children over 16 years of age.

1862. What is your view as to whether that is a good system to pay by salaries and perquisites?—I think it would be preferable to give a man a stated salary, but there is this to be said that the supplies are all under the hands of the agent, and it becomes a question whether it would not be possible that he would help himself to the rations as well as getting a big salary, whereas now we allow him the rations and give him a less salary. At the same time, he would, of course, have to garble his accounts and his statements so that that should be undetected.

1863. Are they limited to a given quantity of rations, oil for instance?—They are limited as to the aggregate quantity. A given quantity is contracted for and delivered, and they have to make the best of it. Now, on an Indian reserve, where an agent has the management of stores, there is generally a storekeeper, and there must be collusion

between the two to commit any fraud. The average yearly cost of these rations is about \$80 or \$90 a head. It would depend a great deal upon the number in a man's family.

1864. If he had five in his family, it would be from \$400 to \$450 a year?—The rations are only for the employee, his wife and younger children. The system of rations only came into force four or five years ago, and that was because it was thought that a man might misuse the stores under his control.

1865. What is the general distance from one agent to the other?—It would be very hard to say.

1866. You might give a minimum and maximum?—I suppose, the nearest agents to one another would be between 30 and 40 miles, and the maximum distance would probably be from 200 to 300 miles.

Mr. JOHN LOWE, Deputy Minister of Agriculture, was examined:—

1867. How long have you been Deputy Minister of Agriculture?—I was appointed to assist the deputy, and have been acting deputy for I forget the number of years. I think my appointment as deputy was in 1887, but I have had about twenty years experience in the department.

1868. Give the number and cost of permanent staff at Ottawa, of the department of which you are deputy, in 1882 and 1891, respectively. Also, number and cost of extra clerks or other officials in all its branches, whether paid out of Civil Government funds or otherwise, in 1882, and also in 1891?—The following is a schedule:—

1881-1882.	No. of clerks.	Cost.
Permanent staff	36	\$34,105 44
1 appointed Feb., 1882.		
4 do June, 1882.		
<i>Temporary.</i>		
Contingencies—		
17 employed for varying periods equal to 4 continuously employed at \$1.28 a day.	4	2,346 27
Immigration	6	2,633 75
Census 70.		
Less 4 appointed to permanent staff and included above.	66	38,118 75
	112	\$77,204 21
	112	\$77,204 21
1890-91.		
Permanent staff	50	\$52,813 25
<i>Temporary.</i>		
Contingencies	18	9,482 14
Variou appropriations (exclusive of Census).	24	14,869 37
10 employed for varying periods equal to 2 continuously employed	2	1,014 47
Census . . . . .	.92	5,960 95
	186	\$84,140 18
	186	\$84,140 18

1869. How should the Board of Civil Service Examiners be constituted, and what should be their powers? Should all appointments be the result of competitive examination? What, if any, appointments should be made without examination? Should there be an age limit in the case of all appointments; and state what, in your opinion, the

maximum and minimum ages should be?—I group these two questions together, for the reason that any answer to the first in order, is affected by considerations in relation to the second.

If the duties of the Board of Civil Service Examiners are simply to determine the number of marks of candidates for preliminary, qualifying or promotion examinations, the subsequent selection being determined by the Minister, and the appointment or promotion being made by Order in Council, as at present, I do not see any objection to the constitution of the present examining board. But if all appointments are to be made strictly as a result of competitive examination, power of appointment being thereby taken away from the Ministers responsible to Parliament, and from the Privy Council, political selection being thereby eliminated, the question of a Civil Service Board, in touch with the work of the several departments would come to be an object of important consideration for the well-working of such a system. I do not think that a competitive examination, which would simply give an educational test, would necessarily make the best selection for the performance of all kinds of clerical duties, nor do I think that such a test could be at all made to answer unless the competitive examinations had relation to the nature of duties for which appointments might be desired. For appointments so made it would be necessary to have a probationary provision with a well understood power of removal vested in a non-political board. The proceeding in relation to a removal being enquiry and decision by such board moved by report from the department in which the appointment had been made.

I have always seen difficulties in the way of application of the competitive system to our Civil Service. But it is plain that it would remove the widespread complaint of political favouritism and the evils arising from that; and that it would relieve Ministers of a patronage which in most cases is of doubtful advantage and always very troublesome. It might give with the restrictions I have above indicated an effective service.

As respects ages in appointments of ordinary clerks, I do not see any amendment to make to the provisions of the present Civil Service Act, but I think it is important that there should be the right to make appointments for special and technical attainments, without respect to age or examination, in well defined cases. The definitions required should be of such special nature as to exclude merely general statements, which have been often conveniently used under *a*, *b* and *c* clauses of section 37 of the Civil Service Act.

1870. Should deputies be appointed during pleasure or during good behaviour? Should their responsibilities and powers be extended, and if so, in what direction?—I do not think that, under our system of responsibility to Parliament for all governmental acts, the provision which places the sole power in a department, in the hands of the Minister, can be altered; and in view of this fact I think the present form of appointment of deputies is sufficient. The term "during pleasure" is limited by section 11 of the Civil Service Act, by requiring the "reasons" for a removal to be laid before Parliament during the first 15 days of the session. As defined by the statute, the deputy is simply subject to the directions of the Minister, his duties include the overseeing and direction of the officers, clerks and employees of the department. There was formerly a Civil Service Board, composed of deputy heads, but it fell through, for the reason that it had no power to do anything; and I think that even the power of recommendation for appointments or promotions, as provided by the Civil Service Act, cannot, under our system, be independently exercised by the deputy apart from the Minister, except at the cost of creating a false position. A Minister controls selections and recommendations for appointments to a greater degree than might appear from merely reading the sections of the Civil Service Act.

If competitive appointments and promotions should be introduced to the extent of entirely eliminating political influence in such matters it would be desirable to have an independent Civil Service Board to which should be referred all questions and appeals arising. And, if following the analogy of the old Civil Service Board, deputy heads from their intimate knowledge of the duties and work required in their respective departments, should be selected to form such Board, it would be necessary by express

statutory provisions to define and make their powers independent in relation to such particular duties.

1871. Should there be any third-class clerks at all? If so, what should be the limitation as to salary? Is the present maximum (\$1,000) too high? Should there be an intermediate class, ranking lower than second and higher than a third?—I think the present divisions of the Civil Service into temporary, probationary, third, second, first and chief clerks, is satisfactory. The system which formerly prevailed of grading the several classes into junior and senior, did not, in my opinion, offer any particular advantages. I think it would be well that we should have, the same as in England, a writer class outside of the Civil Government class, in which the promotion runs to the highest grades, of which the maximum salary should be \$1,000 per annum, without any provision for promotion into the regular Civil Service. I do not by this statement desire to imply that there should be a bar placed to prevent any member of the proposed special class from entry to the Civil Service proper; but only that the candidate should be in the same position as others as respects entry by the way of the qualifying or competitive examination, by the forms prescribed. This class would be substantially the same thing as the present extra clerks, with a more satisfactory definition. I do not think the present maximum salary of \$1,000 for a third-class clerk too high, but that it is greatly important that there should be no legal disability to appointment in this class at a higher salary than the minimum of \$400. So far as my observation has gone the operation of this statutory provision has worked evil.

1872. In adding for optional subjects should there not be some understanding that the optional subjects were necessary in the duties of the office to which the appointment is made?—Yes. If appointments are made competitive, the optionals should be made to tell in relation to the particular duties for which the examination is made. But if the question relates simply to a general qualifying examination, as under the present law, I think that all optionals should count in increasing the minimum salary on appointment.

1873. Are the recommendations for increases of salary always made with due consideration, or are they in a very large measure perfunctory?—The recommendations for increases of salary are always made in the Department of Agriculture on the fact of regular performance of duty, but the incidents in the cases of those recommended for promotion are by no means equal. The statutory increase is withheld in cases in which conduct and performance of duties have not been satisfactory.

1874. Is it desirable to have an annual fixed date at which all increases of salary should take effect?—It is well that increments of salaries should be made on a fixed day; but not that there should be a day fixed for all clerks to receive increases, for the reason that it is important to be able to offer rewards for special merit and ability as an incentive. Any provision that has the effect of destroying incentive is in my opinion evil in principle whatever may be its convenience as respects resisting importunity; and the difficulty of making the next man believe that he is not as good as one who has received recognition.

1875. Should there be general preliminary examinations for all departments, or should there be special preliminary examination for each department?—I think that as respects the preliminary examination it should be general for all the departments, and that it should consist of an education test.

1876. How and by whom is the selection made from the list of qualified candidates in your department? Did you ever report against an official during the term of probation, and was another trial allowed, as provided in section 36, sub-section 2?—The selection of all appointments in the Department of Agriculture is made by the Minister. This has been the invariable rule for many years past. I have not as deputy had occasion to report against any clerk appointed on probation.

1877. What is the practice in your department in regard to the appointments of persons having professional or technical qualification and have you ever had any examination held in any such case?—There have been appointments in the Department of Agriculture for special and technical qualifications without any examination under the provisions of the Civil Service Act; and with advantage to the public service.

1878. Is it desirable to have promotion examinations, or if not, what would you recommend to be substituted?—My opinion is unfavourable to the promotion examination, for the reason that the department itself is the best and only adequate judge of those who should be promoted, and of the reasons for which they should be.

1879. Have promotions in your department been made only when vacancies were to be filled, or has it happened that an officer has, while continuing in effect to perform the same duties, been promoted to a higher class?—Promotions in the Department of Agriculture have not been confined to cases in which vacancies were to be filled. Vacancies have been sometimes created for the purpose of promoting a clerk to a higher class, with advantage to the service.

1880. Is it desirable to make to the Civil Service Board a yearly estimate of the vacancies likely to occur during the year?—I do not see the use of attempting to make such an estimate. It cannot always be done. Vacancies and requirements may occur which cannot be foreseen.

1881. If promotion examinations are deemed desirable, should the officers earning the higher number of marks be the successful candidates or should the promotions be made on the report of the head of the department, based on the recommendation of the deputy head?—If promotion examinations are held to be necessary I do not think that any number of general education marks obtained by a candidate would necessarily be the best guide to determine the choice. It might be other in relation to a carefully framed duties paper, which would probably exclude all candidates not having intimate acquaintance with the duties of the particular office. I think the report of the head of the department, based on the recommendation of the deputy head, would be the safest guide to determine the decision for a promotion.

1882. Should not promotions be made by Orders in Council?—The present Civil Service Act does not require a promotion to be made by Order in Council, but in practice an Order in Council is always passed for a promotion. I think the Minister and the deputy are the best judges in each case of promotion in their department, and therefore, that it would be well they should have the responsibility of the action under well defined conditions and limits.

1883. Did the head of the department ever reject any man who has been promoted?—The head of the Department of Agriculture has never rejected any man who has been promoted. No promotion has ever been made except on his report to Council.

1884. Has any officer in your department after being promoted turned out to be incapable, and was the attention of the head of the department called to the case, and was such promotion cancelled?—No officer in the Department of Agriculture has turned out to be incapable after promotion. No promotion has ever been recommended in the absence of previous and very often prolonged and careful consideration.

1885. Have you at any time by your certificate in the promotion examination enabled a candidate to pass whom you deemed unfit?—No.

1886. Did you ever in respect of the efficiency marks give a less percentage than 30 per cent in the case of any candidate in your department seeking promotion?—No.

1887. Should not exchanges of positions be made on the report of the deputy heads of the departments concerned?—I understand this question to relate to exchanges from one department to another, and I think it would be well that such exchanges should follow the analogy of appointments or promotions, in so far as reports of the deputy heads are concerned. An exchange from another department to this department took place some time ago on my report, sanctioned by the Minister. The permanent head of the department (the Auditor General), from which the transfer was made, was officially notified of the intention to apply for it, before the actual official step to ask for it was made. I think it is right that the deputy head of a department from which a transfer is made should be consulted before any action is taken. I think that the desire or aspiration or particular aptitude of the official proposed to be transferred is a factor to be taken into consideration, and I think the present provision of the Civil Service Act

that no such transfer shall be made and an increase of salary at the same time allowed, is unduly restrictive.

1888. Are exchanges ever made for the convenience of officers and not for the benefit of the departments concerned?—Not in the Department of Agriculture.

1889. Should the temporary clerk or writer class be extended, or limited or abolished?—This class has been found to be very useful in the Department of Agriculture, and necessary in some of its branches—the census for instance. It is some times useful on occasions of temporary pressure of work to be able to employ extra assistance, without at the same time putting such temporary assistants on the permanent Civil Government staff, with all the responsibilities and increases which that implies.

1890. Have you given any thought as to the desirability of having a junior division or boy copyist class? Do you recommend the creation of such a class?—I have before, in substance, answered these questions in this paper. I think it is well that we should have a writer or extra class, specially recognized, as in England, the entry to which should not be considered a step to the permanent Civil Government service, by simple promotion; but I think there should be no disability to any members of this class getting into the regular service by the use of the same means open to others. In other words service in this class should not be a bar to any competitive or other examination. I think \$1,000 should be the maximum pay of such a class, without a fixed minimum entry pay, and that increases of pay should not be determined by number of years of service, but by competency. I agree with a recently published statement of Sir Lyon Playfair, which shows that the principle of incentive is vital for the efficiency of any service. He said in substance that in the absence of such, he would not have been heard of in the Imperial Civil Service. He referred to a period anterior to the competitive system when Sir Robert Peel was minister and recognized his ability by promoting him for special merits. I think that the providing of an incentive is necessary to stimulate the exertion which leads to the highest efficiency; and I believe such a result cannot be obtained without incentive. I have fully considered the argument on the other side, based on the claims of influence and importunity, and especially when such are brought to bear on an outside appointing power, not having immediate superintendence of the work done, nor thoroughly understanding the details of the circumstances in which it is done. The Census Branch of the Department of Agriculture has recently afforded a striking proof of this position.

1891. State generally your views as to the expediency of having a high grade permanent staff and lower grade writer and boy copyist classes?—It has been in the past an evil of the regular service that clerks entering into it have been able to attain to high salaries by mere efflux of time. If there were a simple writer class, in addition to a strictly limited Civil Service staff, with the maximum salary stated, such salary might be considered fair when compared with pay for similar clerical services in public institutions or ordinary mercantile houses. Such class might receive many candidates who would be glad to get in it and thus relieve the pressure on the limited Civil Service staff. As regards a boy copyist class, I do not see any special reason to introduce youths or boys of less age than that prescribed in the Civil Service Act; but at whatever age the boy or writer entered he should be paid in accordance with his worth.

1892. Under the present system, in what manner do you ascertain the necessity of employment of extra clerks?—From the reports of the officers in charge of branches, such reports having relation to the pressure of work.

1893. Do you invariably select from the list of passed candidates; if not, are enquiries made as to the fitness of persons who are on such lists?—It is the Minister, as I have previously stated, who makes the selection of all candidates for appointment. Enquiries are made if such are on the list, but the fitness or otherwise of other persons whose names are on the list is not known to the department.

1894. Have you any women clerks employed in your department? Are they generally efficient and are there any branches in your department in which women clerks could be exclusively employed?—Yes, we have women clerks in several of the divisions of the department. They are generally efficient. We have and have had women clerks

exclusively employed in the compilation of statistics, with the result of the work being well done ; and in the Census women clerks and men clerks are divided into compartments with the result that the work from the women's branch shows very favourably. Some of the most efficient correspondence clerks whom we have and have had in the department are and have been women, possessing the accomplishments of rapid and accurate shorthand and type-writing. There are others with quickness and accuracy in figures.

1895. Should there be a general provision for equal leave of absence for all classes or should not length of service, nature of appointment and responsibility of office be factors in considering the extent of leave to be given?—A fixed limit of leave of absence as provided by the Act, is a convenience of administration, but there are clearly cases in which the head of the department, with or without the recommendation of the deputy, or the necessary sanction of the Governor in Council, might with advantage, grant a longer term than the limit of three weeks fixed by the Act, such longer term to have always relation to departmental requirements, the particular duties of the applicant, and the circumstance of the application. I think the extra clerks should follow the analogy of the regular staff as respects leave of absence. An extra clerk who has been ten or fourteen years in the service cannot be considered to be in the same position as any workman or labourer employed to do a limited specific work by the day. In this department the engagement of extra clerks has been for the period of service required, either defined or undefined as to limit of time, at a rate of pay of so much per day, these words being used to indicate the scale of salary or payment allowed rather than as specific engagement by the day, for one or more days.

1896. Should not leave of absence be compulsory?—There is nothing in this department which I see to call for any particular compulsory leave of absence.

1897. Has the business of your department suffered, and to what extent through the granting of leave of absence to officers on account of sickness or otherwise?—The business of this department cannot be said to have suffered through the granting of leaves of absence or on account of absences from sickness. There may at times have been inconvenience which we have, however, been able to meet. In some branches of the department the staff is so weak as not to permit of leave of absence. The Registrar of Copyrights, Trade Marks, Industrial Designs and Timber Marks, for instance, has not been afforded a leave of absence for some years back, for the reason of want of assistance in his office, sufficiently technically qualified to take his place, and in the Examining Division of the Patent Branch any absences of the present examiners would be likely to cause delay which sometimes creates impatience on the part of applicants for patents. Mr. Richard Pope, the Deputy Commissioner of Patents, can particularly inform you under this head. The service of this department might with advantage be strengthened in the particulars I have mentioned.

1898. In your department have any abuse prevailed as to the granting of leave of absence?—None as to any leave of absence. There have at times been more or less long absences owing to duly certificated cases of sickness.

1899. Should there be a system of fines for small offences?—I think the practice of suspension and stoppage of pay thereupon a sufficient fine for such.

1900. Is it advisable to reinstate an official who has resigned his appointment without the recommendation of the deputy head?—I feel a difficulty in answering this question in the form of statement of a principle. I think the action in any given case should entirely depend on facts and circumstances.

1901. Should any test of competency to perform the required duties be shown, and is it necessary to appoint at the same salary?—I think that competency to perform required duties should be well shown before any appointment is made to the permanent Civil Service, and particularly, under a system of appointments by competitive examination. The requirement would be sufficiently met by probationary appointment with a well understood power of removal in cases of incompetence.

1902. Do you strictly observe the law regarding the attendance book? Do all your officers sign the book? How do you deal with those who are late in attendance?—The

law is strictly observed in this department in regard to the attendance book. All the officers and clerks sign it except the private secretary to the Minister, whose hours are understood to be the Minister's convenience, and these as a rule generally include more than the ordinary hours of the Civil Service attendance. As a rule the attendance is regular. Remonstrance according to circumstances is made in exceptional cases, and there has been no call in the department for more than this.

1903. Have you any suggestions to offer as to the Civil Service Act in general or as to your own department in particular in connection therewith?—My chief objection to the present Civil Service Act is that some of its provisions prevent the entry into the service of clerks of the third class who might be usefully and well employed, but who would not enter at a salary of \$400; and that its restrictive provisions which tend to establish an unexceptional uniformity, are destructive to individual incentive.

1904. Have any difficulties arisen in the conduct of the business of your department arising out of the provisions of the Civil Service Act?—The business of the department has been carried on, but difficulties have been found in the appointment to the service of some of the extra clerks for the reasons before stated.

1905. Have many changes in the character and extent of the service required in your department occurred since the passage of the Civil Service Act; and have as a consequence the duties in your department or of any branch or any officer of your department been varied?—The character of the services in this department has not changed since 1882, but the augmentation of work has been very great, and has required increase of staff.

1906. Have any persons found their way into the service of your department who either from defects existing at the time of their appointment or from advanced age or from bad habits are ineligible for retention in the service?—No appointments were ever made in this department of persons of known bad habits or of defects existing at the time of their appointment; or of persons inefficient from advanced age. We have in individual cases had reason to complain of absences of clerks caused by illness, arising from bad habits; and in the lowest grade of the service we have had two removals for cause of inefficiency arising from bad habits, by means of superannuation, the place in one case not being refilled. Extra clerks who have not been found sufficiently efficient have not been retained.

1907. Are the number of persons employed in your department out of proportion to the increase of work?—No. In some branches it is the other way.

1908. Has the work of your department increased beyond the capacity of the permanent staff, and if so, has it led to the employment for lengthened periods of temporary clerks, and has the rate of remuneration of these temporary clerks been increased from time to time?—The work of the department has increased beyond the capacity of the permanent staff employed. Such increase has led to the employment for lengthened periods of temporary clerks. The rate of remuneration for such has been increased from time to time, but some of the more able and efficient of the temporary clerks should in my opinion have increase in their present pay; and some of them should be placed on the regular staff at their present rate of pay. As respect augmentation of work of the department, it can be shown in figures as respects the patents branch and the copyright, trade marks, &c., division. I submit the following comparative statement relating to the years in which I have been asked to furnish particulars of the staff of the department:—

COPYRIGHTS, Trade Marks, Industrial Designs and Timber Marks.

Years.	Copyrights.	Copyrights certificates.	Trade Marks.	Certificates of Trade Marks.	Industrial Designs.	Certificates of Industrial Designs.	Timber Marks.	Certificates of Timber Marks.	Assignments.	Fees.
1882	224	87	160	160	45	45	21	21	64	\$4,956 40
1890	688	222	293	293	68	68	21	21	104	9,876 38
1891										9,236,96

The abstract of details for 1891 in this division is not yet compiled, but the amount of fees received is given :—

PATENT OFFICE.

Years.	Applications for patents.	Caveats filed.	Assignments recorded.	Patents granted.	Fees received.
1882	2,266	198	955	2,137	\$55,854 79
1891	3,233	316	1,231	2,343	77,723 63

The number of applications for patents complete and allowed but not granted for want of models is 773. This number may be added to the total. The requirement by law of filing the model before the grant of patent was not enforced in 1882. I cannot furnish similar particulars respecting other divisions of the department. But I can state there is the fact of large augmentation of work.

1909. Have you any suggestions to make, more particularly in connection with any rules laid down under existing statutes, that have been found inconvenient or impracticable and that would lead to irregularities?—I have found the rules in relation to rates of pay sometimes restrictive to the extent of embarrassment, and I have to make the same remark in reference to recognizing the appointments of some of the extra clerks.

1910. Have you any suggestion to make in connection with the imposition of checks upon the admission of ineligible candidates, or in regard to the giving of proper facilities for relieving the service of useless members?—If the system of admission to the service is selection by the Minister, with sanction by Order in Council, the only check is the good judgment of the Minister in the entry admissions. The alternative is the competitive system. I think as respects both, as before explained, a well understood power of removal in the event of inefficiency during probation would prove to be a most important check.

1911. Is it desirable for officials to sign the attendance book when leaving the department for any purpose?—Not in my opinion, in so far as the Department of Agriculture is concerned.

1912. In your opinion, are the office hours, 9.30 a.m. to 4 p.m., sufficiently long, or could they be extended in your department with advantage?—I think the hours named are sufficiently long for continuous work. It is clear from the regulations which are

established by Order in Council that it was not intended these working hours should include subtraction of an hour for lunch, as such by the terms of the regulations is only to be granted exceptionally and on medical certificate. That hour being taken out, I think the addition of another hour after four would simply restore the equilibrium of the original intention without making very long hours for a day's work; and that such addition is necessary to meet the public expectation of the extent of work the Civil Service ought to render. I think, from the general disregard into which the regulation established by Order in Council, in relation to the lunch hour has fallen, that it would be better to have it understood there should be a vacant hour for lunch in the department in the middle of the day and a corresponding addition of time from four until five. I may add particularly and exceptionally with respect to the Census compilation, that the present hour from half-past nine sharp, until four, with a general lunch hour subtracted, is sufficiently long for the steady grind of that work.

1913. Have any abuses prevailed in your department as to the length of the working hours?—No, in individual cases there have been irregularities which have been checked, but there is also a large amount of work done in over hours by the regular staff, for which no extra payment is made.

1914. Is it desirable that the officials should leave the department for luncheon?—If there had not been such a known general disregard to the existing regulation throughout all the departments I should say no, but in view of the actual facts I think the suggestion above made of allowing an hour in the middle of the day and adding an hour after four will meet the case.

1915. Do all your officers leave for luncheon at the same time; if that is the practice, is an arrangement made whereby the business of the department does not suffer through their absence? What length of time is given for luncheon?—All the officers in the Department do not leave for lunch, and there is an understood (but it is not a fixed rule in all the offices) that those who do leave should do so between different hours. The deputy minister and the secretary of this department (officers in general call for enquiries) never leave for lunch; and the deputy and the clerks of his staff stay until half-past five and six o'clock. One hour is the length of understood time for luncheon.

1916. Do you take care to ascertain that the length of service recorded in the Civil Service list is correct in the case of the officials attached to your department, and that in case of those officials who come under the provisions of the Superannuation Act such service is only entered as would be counted for superannuation?—Care is taken to ascertain the fact of length of service for recording in the Civil Service List. This is based on the declaration of each official written in a bordereau. We do not examine documents for the purpose of this list. We do not rely on the Civil Service list in reports to Council for superannuations. In such cases we always refer to all available documents.

1917. In your department are the officials generally aware of the Treasury Board Minute of the 28th of January, 1879, respecting the use of political influence; is its spirit generally observed; and in case of infraction has the attention of the head of the department been called thereto?—I think the officials in the Department of Agriculture are generally well aware of the existence of the Treasury Board Minute referred to; and it has happened that the Minister has made remarks to officials in cases of supposed breach of this regulation; but the answer in such cases has been uniform that it was not the officials themselves who moved their friends to use political influence, but that it was purely and simply the zeal of political friends which was exercised in their favour without asking. The rule, for such reason, is practically a nullity as there can be nothing to prevent any member of the House expressing his views of his own motion in relation to any official. I think it is even ridiculous to attempt to prevent this practice under a system in which the ultimate power to appoint or promote is political.

1918. Is it desirable that a fixed daily allowance should be given for travelling expenses, or would it in your opinion be preferable to reimburse the actual outlay incurred?—Both practices have prevailed in the Department of Agriculture. I think

a fixed allowance is preferable and substantially fair, especially for casual travelling expenses of officers of the inside service on departmental business. The amount should be fixed in relation to the rank of the officer in view of the actual fact of incidence of disbursements. The present Order in Council meets this point. I may add that differences have been made in this department between the rates allowed outside officials who are always travelling and the mere casual travel of inside officers.

1919. Do you make in your department the same allowance for travelling expenses to all classes of officials and for all services, or do you discriminate and to what extent?—An equal allowance is not made in the Department of Agriculture for the travelling expenses of all classes of officials. The maximum allowance of \$3.50 per day within the Dominion is paid to officers of the 1st class; the grade of allowance going down to \$1.50 a day; in some cases the payments being made on actual disbursements.

1920. In your opinion, is a Superannuation Act necessary in the interest of the public service? If you deem it necessary, do you consider it advisable to restrict the operations to certain classes of officials having distinctive duties or otherwise: What change, if any, would you propose as regards the officials of your department?—I consider a provision for superannuation is necessary in the interest of the public service for providing a means for the retirement of men in certain cases when they could not be, or at least would not be otherwise removed. I do not see any reason why the advantages of superannuation should not apply to all classes of permanent officials.

1921. Do you consider the ten-year term sufficient, or would you increase the number of years to be served before annuity be granted?—Generally the requirement of the ten-year service is reasonable. But I can conceive exceptions.

1922. Do you consider as a rule the age of 60 years to be a proper age for retirement? Would you deem it desirable to have all officials retired at a certain age, and what would be your view as to the age?—Sir Morell Mackenzie gave it as his opinion in a recent publication, that a man might be old at forty and young at eighty. I have personally known such to be the fact, in many instances, between the ages of forty and sixty. I, therefore, think that the rule of retirement of a public officer should rest on the fact of his vigour and efficiency. I think that retirement should take place for physical incapacity at any age over forty, without any limit upwards, the retirement to be dependent on the fact of individual efficiency.

1923. Would you grant the option of retirement to any official who wishes to retire from the service, and at what age should this option be fixed?—I think an official who finds himself incapacitated from infirmity might ask to retire at any age over 40, such to be dependent on consent and medical certificates without an absolute optional claim.

1924. Should any term, in your opinion, be added to the actual term of service of any official to be superannuated, however he may have been appointed? If a term be added, do you consider it advisable to regulate such addition by confining it to certain offices designated and by requiring a certain length of service before such addition can be made?—I think the present provision of the Superannuation Act in this regard is based on substantial justice. If a man comes in the Civil Service after the age of 30 years with acquired information useful in the service, that such should be recognized. But I am aware there is an impression that the allowance of ten years has been far too freely used in the past. I think it would be better that the arrangement as to allowance of years in case of superannuation should be matter of agreement at the time of entering into the service and recorded in the appointing Order in Council.

1925. In your department has the additional term or portion of additional term been granted solely to officials appointed to high offices for technical qualifications, to officials whose office has been either abolished or who have been retired for reasons of economy; or has the additional term been granted in any case to officials who entered the service after the age of 30 years, and who never did anything but clerical work?—An additional term of years has not been added, in this department, to service for superannuation in the case of men who never did anything but clerical work. Six years were added to the retiring allowance of the late deputy minister for special professional qualifications and importance of services rendered. With this exception all additions to services have been withheld of late years in cases of applications for superannuation.

1926. Do you consider it proper that abatement for superannuation purposes be deducted from the salaries? If so, do you consider the present percentage sufficient, or do you consider that it would be desirable, in the interest of the public service, to increase the percentage, in order to provide (a) that, if no superannuation takes place through death or any other cause, the official or his representatives should be reimbursed for the abatements deducted from the salary; or (b) that the officials who are superannuated might have the alternative of accepting a commutation in lieu of superannuation to the extent of the abatement paid by them?—I consider, it better that there should be a deduction from salary for superannuation. My leisure has not served me to make the necessary calculations and enquiries to determine whether the present deduction is sufficient, or whether there should be a further percentage deducted. I, therefore, desire not now to furnish an answer to that portion of the question. I think that if no superannuation takes place through death or other causes that the family of the official should, if it could be made possible, be reimbursed deductions from salary, and if a scheme could be prepared and agreed on I do not see any reason why an annual superannuation allowance might not be commuted into a fixed payment.

1927. Would it be desirable to have a system of insurance in connection with superannuation?—If any scheme could be formulated to provide for insurance for the family of a deceased official, it would be highly advantageous.

1928. In cases of dismissal or resignation, in your opinion should the abatement deducted from salaries for superannuation purposes be refunded?—I think that when an official has paid for superannuation he has purchased a right to which he should be entitled in case of resignation or removal, unless the removal were for some disgraceful offence and after a trial in which the official had opportunity to defend himself.

1929. In your department has it ever been recommended that a diminution of the allowance should be made on account of the services of an official having been considered unsatisfactory?—No.

1930. Do you deem it advisable to allow any extra term of service to any officers removed to promote efficiency or economy, or for any reason at all?—I think that the question of such allowance should entirely depend on the fact or circumstances of claim. There might be reason if an office were abolished for economy, to make an allowance to the permanent incumbent.

1931. When once a superannuation is effected, do you consider it desirable to retain the power to call back to the service the person superannuated, and what age would you place the limit?—I consider the retention of such power to be very dubious. There might be occasions of superannuation for physical infirmity followed by complete restoration, in which it might be for the advantage of all parties concerned that the official should re-enter the service by arrangement; but if an official were superannuated and had undertaken some avocation or duties outside, to supplement his income derivable from superannuation, it might be a hardship for him to break that up, while the usefulness for the department might be very doubtful. I think, therefore, as a matter of fact that the retention of such a power as that indicated is of very little advantage to the Government.

1932. Are there any suggestions you would wish to offer with respect to the Superannuation Act or the working thereof?—My opinion is that a well-considered system of superannuation in all services, works economy; and that the actual cost to the Government of Canada for the amount for superannuation now paid cannot be considered simply in relation to such amount. In some cases salaries have fallen in which would have continued to be paid, and in many others the retired officials have been replaced by younger men at lower salaries.

1933. Is your department divided into branches; give particulars, including the name of the person in charge of each branch; the number of officials in the same, grading them and describing generally how the duties are allotted in each branch? What is the method employed in your department for the collection and deposit of public money?—Yes; the Department of Agriculture is divided into two main branches, the General and the Patent. Both of those branches are again subdivided into divisions.

The following is a schedule statement of the general branch containing generally the answer to the question as to names of the persons in charge of each branch and division, and the number of officials in the same. The duties of the several divisions are indicated by the names given :—

GENERAL BRANCH.

Deputy Minister's Office :—Staff, the deputy and four extra clerks, two of whom are shorthand and typewriters and one who also specially assists the Minister.

Correspondence division :—H. B. Small, secretary, in charge ; six clerks. This division includes Immigration, Quarantines, Cattle quarantines and transit of animals through Canada.

Accountant's division :—J. B. Lynch, accountant and inspector of agencies, in charge ; four clerks.

Copyright, Trade marks, &c., division :—J. B. Jackson, registrar, in charge ; two clerks.

Archives :—D. Brymner, archivist, in charge ; J. E. Marmette, A. Duff, A. Rose.

Statistics division :—George Johnson, statistician, in charge ; nine clerks.

Statistics division, Census subdivision :—Ninety-two special clerks.

The following is a list of the officials in the several divisions :—

Name.	Service.	Amount.
DEPUTY MINISTER'S OFFICE.		
		\$ cts.
John Lowe.....	Deputy.....	3,200 00
J. L. Payne.....	Temporary ; not employed during the session ; \$3 a day.....	1,095 00
Miss Fitzgerald.....	do \$2 a day.....	730 00
J. W. Hawley.....	do \$2 a day.....	730 00
L. H. Bonneville.....	do \$1.25 a day.....	456 25
<i>Correspondence Division.</i>		
H. B. Small.....	Secretary, Chief Clerk.....	2,225 00
A. L. Jarvis.....	1st Class Clerk.....	1,400 00
do.....	Private Secretary.....	600 00
C. W. C. Bate.....	3rd Class Clerk.....	600 00
L. D'Auray.....	2nd do.....	1,350 00
W. F. Boardman.....	2nd do.....	1,400 00
Miss C. Steacy.....	3rd do.....	562 50
J. C. Poper.....	3rd do.....	1,000 00
C. G. Rogers.....	Temporary ; \$2.50 a day.....	912 50
E. R. Dewhurst.....	do \$2.50 a day.....	912 50
L. A. Kingsmill.....	do \$1.50 a day.....	547 50
<i>Copyright, Trade Marks, &c., Division.</i>		
J. B. Jackson.....	Registrar, Chief Clerk.....	1,800 00
L. Copping.....	3rd Class Clerk.....	475 00
Miss Leyden.....	Temporary, \$50 a month.....	600 00
<i>Accountant's Division.</i>		
J. B. Lynch.....	Accountant and Inspector of Agencies.....	1,800 00
F. C. Chittick.....	Assistant Accountant and 3rd Class Clerk.....	700 00
E. Brammer.....	Temporary, \$2 a day.....	730 00
Miss R. G. Ellis.....	do \$1.50 a day.....	547 50
Mrs. C. A. White.....	do \$1.50 a day.....	547 50

List of Officials, &c.—Continued.

Name.	Service.	Amount.
<i>Statistical Division.</i>		
		\$ cts.
Geo. Johnson.....	Statistician, Chief Clerk.....	2,400 00
E. H. St. Denis.....	Statistical Officer, 1st Class Clerk.....	1,400 00
S. C. D. Roper.....	do and Compiler of "Year Book," 3rd Class Clk	1,000 00
Mgr. C. Tanguay.....	2nd Class Clerk.....	1,400 00
N. Gravel.....	3rd do.....	780 00
J. Wilkins.....	3rd do.....	780 00
J. Skead.....	Temporary, \$2.50 a day.....	912 50
J. H. Hurteau.....	do 1.25 a day.....	456 25
R. E. Watts.....	do 2.00 a day.....	730 00
Miss Ross.....	do 1.25 a day.....	456 25
Miss Stuart.....	do 400.00 a year.....	400 00
J. Munro.....	do 1.25 a day.....	456 25
<i>Archives Division.</i>		
D. Brymner.....	Archivist, Chief Clerk.....	1,850 00
J. E. Marquette.....	1st Class Clerk.....	1,500 00
A. Duff.....	Temporary, \$2 a day.....	730 00
A. Rose.....	do \$1.25 a day.....	456 25
<i>Distribution and Stationery.</i>		
John Bollard.....	Temporary, \$50 a month.....	600 00
<i>Messengers and Packers.</i>		
A. Powell.....		330 00
J. Seyhan.....		330 00
J. Beaudoin.....		500 00
H. Pruneau.....		480 00
Wm. O'Keefe.....	Temporary, \$1 a day; not employed during session.....	365 00
M. Dadey.....	do \$25 a month.....	300 00
PATENT OFFICE.		
Richard Pope.....	Deputy Commissioner.....	2,800 00
<i>Cashier's Division.</i>		
W. J. Lynch.....	Cashier, 1st Class Clerk.....	1,550 00
J. Gleason.....	Temporary, \$1 a day.....	365 00
<i>Correspondence Division.</i>		
J. F. Dionne.....	1st Class Clerk.....	1,800 00
A. Leveque.....	2nd do.....	1,200 00
J. W. D. Verner.....	3rd do.....	950 00
W. J. Walsh.....	3rd do.....	550 00
W. C. Tremblay.....	3rd do.....	780 00
L. C. J. Veilleux.....	3rd do.....	437 50
Mrs. G. Bowden.....	Temporary; \$1.50 a day.....	547 50
Miss H. J. Hamilton.....	do \$400 a year.....	400 00
Miss F. S. Armstrong.....	do \$400 a year.....	400 00
<i>Examiners' Division.</i>		
T. McCabe.....	1st Class Clerk.....	1,400 00
H. H. Bailey.....	1st do.....	1,400 00

List of Officials, &c.—*Continued.*

Name.	Service.	Amount.
<i>Examiners' Division—Continued.</i>		\$ cts.
A. E. Caron.....	3rd Class Clerk.....	675 00
D. Côté.....	Messenger.....	500 00
J. Thompson.....	Temporary, \$50 a month.....	600 00
F. H. Morgan.....	do 50 a month.....	600 00
R. E. Armstrong.....	do 1.25 a day.....	456 25
<i>Records and Engrossing Division.</i>		
D. Routhier.....	1st Class Clerk.....	1,500 00
M. J. Morrison.....	3rd do.....	780 00
A. Desjardins.....	3rd do.....	675 00
Miss Reiffenstein.....	3rd do.....	700 00
H. Ross.....	Temporary, \$2.50 a day.....	912 50
T. B. Bassett.....	do 1.50 a day.....	547 50
J. Kilgallon.....	do 400 a year.....	400 00
Miss U. Dorion.....	do 1.50 a day.....	547 50
Mrs. E. Morency.....	do 1.25 a day.....	456 25
<i>Assignments Division.</i>		
J. H. Lyster.....	2nd Class Clerk.....	1,100 00
<i>Caveats Division.</i>		
H. Casgrain.....	1st Class Clerk.....	1,800 00
<i>Comparing Division.</i>		
W. Hanright.....	3rd Class Clerk.....	950 00
E. Copping.....	3rd do.....	950 00
Geo. Bourret.....	Temporary, \$1.50 a day.....	547 50
V. Doran.....	do 1.00 a day.....	365 00
<i>Publication of "Patent Record."</i>		
A. Taché.....	3rd Class Clerk.....	900 00
M. W. Casey.....	Temporary, \$2.00 a day.....	730 00
N. Boissonault.....	do 1.25 a day.....	456 25
C. Judd.....	do 400 a year.....	400 00

The Patent Branch has always been considered autonomous in the sense of being distinct from other divisions of the Department. The Deputy Minister of Agriculture was formerly the Deputy Commissioner of Patents who had under him a chief clerk, the late Mr. Cambie, who exercised a general supervision over the branch; but on the death of Mr. Cambie, Mr. Richard Pope was appointed the Deputy Commissioner of Patents, by Act of Parliament, on July 1st, 1888. The chief clerkship in this branch was then dropped by action of Council, it having been considered that Mr. Pope, who, unlike the previous deputy commissioner, devoted his whole time to the branch, should combine with the deputy commissionership the duties of a chief clerkship. In the Patent Branch, the Act appointing Mr. Pope, assigns to him the duties of a deputy head. I, therefore, prefer to refer to him to furnish any details desired respecting this branch.

1934. Give a general idea of the method employed in controlling the expenditure of your department?—The controlling of the expenditure of the Department of Agri-

culture depends on the efficiency of its management through the branches and divisions above described.

1935. What system of purchase is adopted in your department?—There is now no purchasing except of petty contingencies by the inside service of the department. All other supplies are obtained by requisitions to the Public Works Department and the stationery office. The outside service quarantine stores are purchased by the medical superintendent for the Grosse Isle quarantine. A system of making such purchases which has been recently adopted, has been that of asking for tenders, on printed forms, which are sent to numbers of supplying firms.

1936. What is the system followed in the issue and receipt of stores?—The receiving of stationery, pamphlets and other printed matter, also models for the patent office &c., is in charge of Mr. John Bollard, an extra clerk. He has a book in which he enters receipts and keeps account of his distribution.

1937. How are contracts generally awarded in your department?—This department has no contracts.

1938. In addition to his salary is any official in your department in receipt of any additional allowance or perquisite, and if so, please state particulars?—No official of the inside service of this department is in receipt of any allowance or perquisite of any kind whatever. In the outside service some of the immigration agents and their assistants live in immigration buildings. In the Experimental Farm service, the chief officers have houses afforded to them, that of the director being furnished. But there are no other perquisites. Light, fuel and all supplies for the farms are individually purchased.

1939. Is it possible, in your opinion, to reduce the expenditure on account of the services under the control of your department without impairing their efficiency, and if so, state in what way?—No.

1940. In your department have any abuses prevailed in connection with the supervision of payments?—No.

1941. Have you any suggestions to make with a view to possible amendments of the Audit Act?—This is a very wide question and I should prefer to make a particular study before answering it, if my opinion is desired; but I may state generally although I am not sure that my suggestion would call for any alteration in the present Act, that I think in all cases the audit of all departmental accounts by the Auditor General should be after, and not before payment. The effect of an audit before payment by the Auditor General is in some measure to divide or detract from the initial responsibility of payment, and that, I think, wholly belongs to the Minister of the department making the payment, and not in any way to the Auditor General. I would carry this through all the classes of payment now sent to the Auditor General for previous approval.

1942. Have you paid any attention to the question of the salaries paid to the deputies? Do you think they ought to be all alike?—I think the salaries of the deputies should follow by analogy the salaries of the Ministers, and that the question of difference of responsibilities is a matter of opinion, and I have often heard conclusions given on premises that were not very well founded.

1943. On the analogy of the Ministers' salaries, you would consider that the deputies' salaries should all be the same?—Yes; I think so.

1944. How many chief clerks have you in your department?—The number is four.

1945. Have you more than are necessary?—I think not, and there is a question whether there should not be a chief clerk in the Patent Branch. It may be held that there should be, for the reason that if the present deputy commissioner of Patents, Mr. Pope, were for any reason to leave for any long time, there would be none of the clerks in the department with sufficient authority to perform his duties. But the present deputy commissioner has combined a chief clerk's duties with his.

1946. Are you of opinion that there should be a limitation in the number of first class clerks in each department?—Generally, my opinion is towards the limitation of positions with high salaries, and that a first class clerkship should always have relation to importance of duties. It has, in my opinion, been one of the evils of the service in the past that clerks, by mere efflux of time, have been enabled to get to high positions

in it and draw high salaries. It has happened to my knowledge that clerks have reached the rank of the first class simply from length of service, and we have had more efficiency in clerks who were very much their juniors.

1947. Possibly the same remark would apply to the number of second class clerks—you think they should also be limited in number?—I think so. In all cases I would make the class to have relation to the importance of the duty performed, and not to the mere fact of its being necessary to promote a clerk who had served a long time in the department.

1948. Would you submit a statement to us showing your present organization with the salaries paid, and a comparative statement showing what would be an ideal theoretical organization of your department, if you would commence anew, with the salaries moneyed out?—Yes; I will submit that statement.

1949. Generally, you are of opinion that first and second class clerks should have distinctive duties?—Yes.

1950. You stated that in your department there are clerks who have been promoted by efflux of time and who are doing inferior work?—There have been. I was speaking of the past rather than of the present. But this may be said as to some of the clerks of the higher grades now. They are not all equally efficient.

1951. Are you of opinion that the same increment of salary should apply to all first class clerks, or should there be any difference in the various divisions or departments?—I find the difficulty in answering that in relation to other departments. But in the Department of Agriculture, I think the rank of a first class clerkship should have a uniform salary attached to it.

1952. A uniform increment?—Yes.

1953. That is what you call the incentive?—Yes; but I do not think the increment should be given as a matter of course, but that the department for special duties should be able on a report to give a clerk, in some cases, special increases for reward of special merit and value of service.

1954. For merit?—Yes. I believe the effect of the introduction of that principle of incentive in the Census Service has developed efficiency and certainly has saved the country a great deal of money, while some of the clerks have been paid more.

1955. Would the same remark apply to the increments of the second class clerks?—I think so.

1956. Are new appointments made in your department on requisition from the several heads of the branches, or from your own observation, or at the desire of the head of the department?—Representations as to the need of the service are made in the general branch to me, and in the Patent Branch to the deputy commissioner. I make the recommendations to the Minister for the general branch; and the deputy commissioner for the Patent Branch.

1957. After enquiry?—Always after enquiry. That goes without saying. After the recommendation to the Minister, he makes the selection. He does not necessarily approve the recommendation, but he controls it.

1958. Are you of opinion that deputy heads should have the power of suspension?—I think the present law is well considered in that particular, and that the Minister, when he is present, should exercise that power with or without a report of the deputy, and that, when he is absent, the deputy head should have the power.

1959. But, presuming the Minister to be present in the department, you would not give the deputy that power?—I think not, apart from him, under our system of responsibility of Ministers.

1960. Your permanent staff has increased from 36 to 50 since the passage of the Civil Service Act?—Yes.

1961. Were those new appointments under the provisions of the Civil Service Act as to examination?—They have been all made under the provisions of the Civil Service Act, some of them under the A, B and C clauses of section 37.

1962. But many of them were appointed after passing the Civil Service Examination?—Yes; the bulk of the appointments have been selections from the passed candidates.

1963. Are you aware whether any of these appointments from passed candidates were made of candidates who went up more than once for examination?—Yes, I think some of them at first failed in arithmetic and made that good at the next examination.

1964. You state that you have 18 temporary clerks paid out of contingencies; 24 temporary clerks paid out of other appropriations, and 10 who are employed for varying periods who are equal to two employed permanently. That is to say, you have 44 who may be called permanent temporaries in addition to your permanent staff?—Yes; I think there are 17 temporary clerks in the Patent Branch and 20 permanent besides Mr. Pope, making 38.

1965. Are they all paid out of contingencies?—Yes, in the Patent Office.

1966. There are 24 paid out of the vote for Mortuary Statistics, and so on?—Yes; out of the several votes administered by the department.

1967. Occasionally you pay for extra work to these extra clerks?—We have done that in the past, but not now, except in very exceptional cases.

1968. From what time did you begin to pay that extra work?—Formerly we paid from 4 o'clock, and especially to those who worked on statistics, but latterly and for some time past, it has only been paid for work done after 6 o'clock, when the clerk has returned at night or on holidays.

1969. If a man has worked from 9 to 11, have you any means of checking that by the certificate of the chief of police?—No.

1970. Who certifies that the work has been performed?—The head of the branch, and he knows the work which has been done.

1971. You occasionally pay by the piece and occasionally by time?—Yes. With regard to translations we have introduced the system of not paying more than 15 cents per folio of 100 words of translation from French to English. Very much larger sums than that have been paid, as I notice by the Public Accounts, but I should doubt if more than 15 cents should be paid for the conversion of French into English or English into French in a country where the two languages are so familiar to the population as they are here.

1972. A man could make \$10 a day at that?—That depends. An able man with a shorthand writer to assist him might make it roll up. I think if I were translating with a good shorthand writer I would not stop at \$10 a day.

1973. There is no lack of people who can do that work in Canada?—No; not of those who can write shorthand. It is a question of efficiency in both. Much of the translation is not correct. For instance, I have seen translations of my evidence before committees conveying a sense different from what I stated.

1974. What do you have the translations for?—We have much to do, including letters, documents and sometimes books.

1975. To have them printed again?—To have them printed again in French.

1976. But not the correspondence?—No; the rule of the department is to reply to letters in the language in which they are written.

1977. You have French clerks who reply to a French letter?—Yes; but for the larger translations the ordinary clerks cannot be taken off their work to do them.

1978. But in regard to ordinary correspondence?—There is no difficulty about that. The letter is answered in English, French, German or the Scandinavian tongues—in the language in which it comes.

1979. Have any heads of branches in your department given extra work to members of their own families?—Yes; to a trifling extent in exceptional circumstances.

1980. Will you kindly explain how that came to pass?—For instance, in reading the proofs of the report of the department, an allowance was made to a member of the family of the secretary of the department for the purpose of comparing copy and notes out of office hours, at night. That also included Mr. Small's services for over time for which no allowance has been made to him.

1981. Other instances?—An allowance has been made to the wife of Mr. Jackson, the registrar of the copyrights and trade marks and industrial designs branch, for making indexes after hours. The work done has been very voluminous. It has

included Mr. Jackson's own services after hours, in assisting in and supervising the work done. The cost to the department has been something like that of an extra clerk. The arrangement has secured the substantial advantage of accuracy in very special work, and economy.

1982. Has this been a roundabout way of increasing these officers' salaries?—No; the payments were not made to the officers, but to other persons for needed work.

1983. Which the officer would have had to do in any case?—In the cases I have mentioned, the officer alone could not have done it. In the latter mentioned case the work was in reference to furnishing duplicate lists of all copyrights, including definitions of the books. There was not a sufficient staff in the office to do that during the hours of the day, or when Mr. Jackson was engaged in the service, and the late Minister of Agriculture specifically allowed that to be done by Mr. Jackson's wife out of the office.

1984. Does Mr. Jackson certify for the quantity of work done?—Yes, but the work is there to show for itself. As to the *quantum meruit*, there is value for the amount paid. This has not been at all an extra allowance to Mr. Jackson, but a specific payment for needed work done by a member of his family.

1985. Has any extra work done been paid to the wife of any member of your department in her maiden name?—Yes, there was one case of Mrs. Charlebois, paid to Mr. Dauray.

1986. Did Dauray certify to that?—Mr. Dauray stated the amount of work done, and showed it for proof; the certificates were always made in the accountant's office. I am satisfied that the service was fully rendered.

1987. That is all dropped now?—Yes, for a long time.

1988. And in regard to Mr. Jackson?—The work of the copyright index has not been continued, but I think it should be. The specific work Mr. Dauray did was completed long ago.

1989. Could it not have been completed by himself in office hours?—I think not, and that to have done so would have required an extra clerk in the office. It would have cost more to get that work done by an extra clerk in the office; apart from having had the work of Mr. Dauray at nights, for which no extra allowance was made to him.

1990. But admitting that it has all been regular in the sense that you have got good value for the money, do you not think it is a system which is open to abuse, and that it would be better to pay for an extra clerk than to continue a system so open to abuse?—We could not have had the services of Mr. Small, at his house, at night, by paying an extra clerk, and it was utterly impossible for him to do it in his office hours. I think the amount paid is very little when compared with the extent and value of the service rendered.

1991. Are you not aware that the proof-reading of the estimates is done after office hours?—I have recently been so informed, but I was not aware of it. But that work is done by bringing back the regular clerks to do it.

1992. How many pages are there in this report to which you refer?—I forget the precise number. It is a large book.

1993. Is it a book of 500 pages?—About that, and there is a good deal of tabular matter.

1994. But when the work is done in other departments without any charge for proof-reading?—I am not aware of that.

1995. Would it not be better to increase Mr. Small's salary by \$50—That would not have met the specific service for which \$50 was paid. We have looked upon this kind of work as a matter of course in such an exceptional and special case. It had not connected with it in the most remote degree, the question of increase of pay.

1996. It could not be said that getting out a departmental report is outside the duties of a department?—Not as a simple proposition. But the question of rushing work comes in. Our reports are all for the calendar year. We usually get them in during the month of January, and then the whole work has to be very quickly done. The reports from agencies require to be looked over and then the general annual report of the Minister has to be prepared. That brings on the department the incidence of extreme pressure of work within a very short time before the session.

1997. Is not that an incidence of nearly all kinds of business?—It may be, but it does not apply to the getting out of reports which are completed up to the end of the fiscal year, where they have eight months to work in instead of two months.

1998. The Auditor General's report is brought out in time for Parliament without any extra charge to the public?—It may be, but I think the Auditor General's clerks who did that work had the distinctive incentive of hope of better pay for reward.

1999. The clerk who does that is a chief clerk and Mr. Small is a chief clerk?—More than one clerk is required to read the proofs of a large book. The clerks in the audit office are brought back as, I understand, and have to stay as late as ten o'clock at night in order to get that work through.

2000. You had ninety-two officers attached to the census?—Yes, at the date of the statement asked.

2001. It is to be presumed that those men will cease when the census is completed?—Yes.

2002. May we ask when that is expected?—It will be very soon. An extra staff was put on on the understanding that we should make the compilations within a year. Former compilations have lasted three or four years, and the first census was scarcely finished before the next one came again.

2003. Is any particular pressure put upon the department to take all this army of extra clerks—these forty-two or fifty-two clerks?—You mean the ordinary extras—the appointments were not made because of political pressure, but I have no doubt the selections were political.

2004. Do you not think the number of your extra clerks out of proportion to the permanent staff?—I think some of them should be appointed. There is a clerk who has been in charge of the correspondence book for 14 years, and is paid \$2.50 a day. He is a man who is now advanced in years, but he is full of vigour and a good worker. We cannot under the Civil Service Act put him on the permanent staff, though I should recommend this. Then again there is the clerk who is in charge of the letters received and has the duty of the indexing and the filing of documents when received, which in view of the frequent references made to him is responsible work. He is a young man, 3rd class clerk, appointed, I think, about four years ago. I should be very glad to give him a special increase as recognition of the extent and value of the services he renders.

2005. Do you ever enquire when you require extra clerks, whether there may not be a redundancy of clerks in other departments?—No. When an extra clerk is required, the application comes from the Branch, the facts are enquired into and reported to the Ministers.

2006. You stated that you would count all the optionals in the examination, whether used in the service or not?—As a preliminary, yes, because I think the salary on introduction to the service in some cases is not enough. It may be for many, but not for all.

2007. Would not that be rather a dishonest way to pay a man for type-writing, for instance, when there was not a type-writer in the department?—As I understand, it is merely as a test of educational proficiency.

2008. The optionals are limited to book-keeping, précis, type-writing and stenography?—My answer is two-fold. If the examination is competitive, the optionals should only have relation to the duties performed. Under the present system, I understand the optionals are merely a test of attainments and natural efficiency, and I would give effect to this.

2009. You have withheld the statutory increment at times?—Yes, we have.

2010. Have you afterwards reported in favour of those from whom you withheld them?—Not in the same year, but in subsequent years.

2011. What as to the Census clerks?—As to the Census clerks, I may say that we gave them all \$1.50 a day to begin with and got an average of not very large work. An accurate account was kept of the work done by each man, and the men were divided into three classes. The effect was that an amount of competition and exertion was introduced which led to surprising results. Then again the department brought in these punching and electrical machines for tabulation. The work from them is satisfactory

and affords what ordinary compilation does not, a means of check ; and skill is soon attained in the use of these machines. The clerks who are doing that work gave, when first appointed at a *per diem* salary, about 500 punchings per day. Mr. Holerith, the patentee, told us he thought 700 would make a fair average of the good and bad put together, allowing a comparatively high number on the part of the skilful and low numbers for the less skilful. The mode of payment was changed to a specific price at so much a hundred. The work which has come out from that incentive has effected almost a revolution. It has caused higher payments to many of the employees, but the net result is a very great saving of cost to the department.

2012. Your census will cost very much less than any previous one?—Yes, very much, relatively to extent.

2013. You have more than 90 temporary clerks employed?—Yes.

2014. As the work ceases, the intention is not to keep these men?—We shall begin to remove some of them probably next month. The intention is to force the compilation through in a year.

2015. You have an archivist and one of your votes is for the care of archives?—Yes.

2016. Are you aware that the Privy Council and the Secretary of State have also votes for the classification of their records?—As I understand, the records which are taken by the Secretary of State and the Privy Council relate to contemporary events, rather than historical archives in the sense that Mr. Brymner understands them.

2017. Would it not be in the public interest that the three things should be amalgamated?—Such might be done, but the branches are distinct.

2018. Who prints the Patent Record now—is it the Queen's Printer?—No, the Burland Lithograph Co., but there is a question of change. It is not simply a printing question. The Patent Record has no circulation. It was an object of Dr. Taché, who was also the author of the Patent Act, that the Patent Record should be printed in connection with a Mechanics' Magazine, in order to give it a circulation. It is found that of all the patents issued, a very small percentage survive the test of five years. Some of them, however, are exceedingly valuable, and in any case the department gains a very large revenue from, in some cases, very unfortunate inventors, and in some cases from the aberrations of mechanical genius, which goes to simple waste. It is therefore, an object to cause these patents to be circulated among the class of mechanics who might use them.

2019. In 1890, the country paid \$16,000 for this?—I think that would include some overlapping from previous years. Under the proposed system, respecting which I have had some conversations with the Queen's Printer, I think the cost will be cut down very much indeed.

2020. Whose property is the Patent Record?—The Record of Patents belongs to the country, but the publication in connection with which it is published, belongs to the Publishing Company.

2021. That includes the Patent Record attached to it?—That includes the Patent Record. As a question of circulation, the Patent Record itself would not go and the contract which was made, included the Magazine for the purpose of circulating the Patents.

2022. You have dropped the collection of criminal statistics?—No, but of mortuary statistics.

2023. Health statistics?—It is so put down, but that heading is somewhat misleading.

2024. That is a saving of \$10,000 a year to the country?—Yes.

2025. You still keep up the collection of criminal statistics?—Yes, under Mr. Blake's Act.

2026. Do you think it serves any useful purpose?—It is very much quoted from by writers on such subjects.

2027. Experimental Farms cost about \$80,000 a year?—Yes.

2028. Do you derive any revenue at all from them?—No ; the question of revenue does not come into the idea. They are experiments.

2029. You have crops?—Yes, we sell some of those and distribute others among farmers. For instance, we sell all small fruits from the Experimental Farm here; and some other things.

2030. The total received from the sale of farm produce in 1890, was about \$4,000? Yes, about that. There is also a vote of \$10,000 for dairying. Everything that is made under that head is sold, and the dairying experiments will cost very little indeed. The Dairy Commissioner successfully established winter creameries in different parts of Ontario for winter butter making, the idea being to bring the cows in in the fall, make the butter in the winter and the cheese in the summer. It has been found that the butter which has been made at these model or school factories will bring 26 cents a pound in England, and it does not cost more than one and one half cents for all charges of commissions and otherwise. That is only beginning, but there is already evidence that the new system will make the same revolution in the butter export from Canada as it did in improving the making of cheese a few years ago. The cost of the Experimental Farms is very trifling as compared with such a result. Robertson states that the farmers who were previously prejudiced against making butter in the winter, the tradition of the country being against it, are now very rapidly turning in favour of it.

2031. Do you not think the revenue could be increased from all these farms?—I do not think the idea of an experimental or trial farm includes the idea of revenue. The question is how economically and effectually you can make the trial and distribute the information.

2032. Does any of the produce go as perquisites to the officers?—No, it is all accounted for. If an officer gets a quart of milk or a quart of berries, he pays for it.

2033. Could not the work of immigration agents and that of other departments be sometimes combined so that there would be one salary paid instead of two? For instance, could not an immigration agent be also a collector of customs or a postmaster in new places such as Calgary?—I think so.

2034. Are there any places in old Canada where the work of the immigration agent has almost entirely ceased?—Yes, that is another question of considerable importance.

2035. When the present agents die away, certain agencies can be closed up?—In certain agencies that might be done.

2036. Are your immigration pamphlets printed now by the Queen's Printer?—Yes.

2037. Entirely?—Except those done in England, where they cost about half the price of those done by the Queen's Printer.

2038. Are they all prepared in the department?—All the original pamphlets have been prepared in the department.

2039. You are not paying outside for literature now?—No.

2040. Can you suggest any way in which the expenditure for quarantine could be reduced?—No, but I could show you ways in which it ought to be increased.

Tuesday, 6th January, 1892.

Mr. WILLIAM WHITE, Deputy Postmaster General, was examined.

I have been Deputy Postmaster General since the 1st July, 1888. Previous to that I was secretary from about the first of February, 1861, to 30th June, 1888. I was chief clerk of the money order office from December 1854 to 1861. I have had 37 years of experience in the department here and eight years in the Imperial post office.

2041. You were a member of the last Civil Service Commission.—I was.

I have received the list of questions sent me by the Commission and have prepared answers thereto. I produce eleven exhibits containing statistics of the work in my department. In exhibit 11 there are four papers marked *a*, *b*, *c* and *d*.

2042. Give the number and cost of the permanent staff at Ottawa of the department of which you are deputy, in 1882 and 1891 respectively. Also number and cost of extra clerks or other officials in all its branches, whether paid out of Civil Government fund

or otherwise, in 1882, and also in 1891?—This information is given in the statement annexed.

2043. How should the Board of Civil Service Examiners be constituted, and what should be their powers?—They should be appointed by the Crown, hold office during good behaviour, and be men of experience and good position. They should be charged with the conduct of all examinations; and should assign, on the application of the deputy heads of departments, clerks, messengers, &c., to fill vacancies as they occur.

2044. Should all appointments be the result of competitive examinations? What, if any appointments should be made without examinations? Should there be an age limit in the case of all appointments; and state, what, in your opinion, the maximum and minimum ages should be?—Yes. None but professional men employed professionally, and deputy heads of departments. Yes, 18 to 25, except in the case of professional men so employed.

2045. Should deputies be appointed during pleasure or during good behaviour? Should their responsibilities and powers be extended, and if so, in what direction?—I think during good behaviour. I do not see in what direction either their responsibilities or powers require extension.

2046. Should there be any third class clerks at all? If so, what should be the limitation as to salary? Is the present maximum—\$1,000—too high? Should there be an intermediate class, ranking lower than a second and higher than third?—In large Departments the majority should be third class clerks \$500 on appointment rising by annual increment of \$50 to \$1,000. I think not.

2047. In adding for optional subjects should there not be some understanding that the optional subjects were necessary in the duties of the office to which the appointment is made?—Certainly.

2048. Are the recommendations for the increases of salary always made with due consideration, or are they in a very large measure, perfunctory?—I think they are usually made with due consideration.

2049. Is it desirable to have an annual fixed date at which all increases of salary should take effect?—Yes, with proper adjustment.

2050. Should there be a general preliminary examination for all departments, or should there be a special preliminary examination for each department?—I am of opinion that the preliminary examination should be the same for all departments.

2051. How and by whom is the selection made from the list of qualified candidates in your department? Did you ever report against an official during the term of probation, and was another trial allowed, as provided in section 36, sub-section 2?—By the Postmaster General. Yes.

2052. What is the practice in your department in regard to the appointments of persons having professional or technical qualifications, and have you ever had an examination held in any such case?—No such appointment has been made since the passing of the Civil Service Act of 1882, in the Post Office Department.

2053. Is it desirable to have promotion examinations, or if not, what would you recommend to be substituted?—I think promotion examinations very desirable.

2054. Have promotions in your department been made only when vacancies were to be filled, or has it happened that an officer has, while continuing in effect to perform the same duties, been promoted to a higher class?—Promotions have only been made to fill vacancies, or when the duties performed have been considered of sufficient importance to warrant the giving of a step in rank to the clerk performing them.

2055. Is it desirable to make to the Civil Service Board a yearly estimate of the vacancies likely to occur during the year?—I do not see the utility of such an estimate.

2056. If promotion examinations are deemed desirable, should the officers earning the higher number of marks be the successful candidates, or should the promotion be made on the report of the head of the department, based on the recommendation of the deputy head?—I think promotion examinations should be competitive but restricted as to those allowed to compete.

2057. Should not promotions be made by Order in Council?—Certainly; both appointments and promotions.

2057½. Did the head of the department ever reject any man who has been promoted?—Not within my recollection.

2058. Has any officer in your department, after being promoted, turned out to be incapable, and was the attention of the head of the department called to the case, and was such promotion cancelled?—No.

2059. Have you, at any time, by your certificate, in the promotion examinations, enabled a candidate to pass whom you deemed unfit?—No.

2060. Did you ever, in respect of the efficiency marks, give a less percentage than 30 per cent in the case of any candidate in your department seeking promotion?—I think I have.

2061. Should not exchanges of position be made on the report of the deputy head of the departments concerned?—I think they should.

2062. Are exchanges ever made for the convenience of officers and not for the benefit of the departments concerned?—Yes.

2063. Should the temporary clerk or writer class be extended, or limited, or abolished?—I do not see any necessity for a change.

2064. Have you given any thought as to the desirability of having a junior division or boy copyist class?—There is no work in the Post Office Department that I should like to entrust to boy copyists.

2065. Do you recommend the creation of such a class?—I doubt the necessity at present.

2066. State generally your views as to the expediency of having a higher grade permanent staff and a lower grade writer and boy copyist classes?—I think the present classification meets existing requirements.

2067. Under the present system, in what manner will you ascertain the necessity of employing extra clerks?—Additional clerks are only asked for when pressure of work renders assistance necessary.

2068. Do you invariably select from the list of passed candidates; if not, are enquiries made as to the fitness of persons who are on such lists?—The persons to be employed are selected by the Postmaster General.

2069. Have you any women clerks employed in your department?—Are they generally efficient, and are there any branches in your department in which women clerks could be exclusively employed?—We have several in each branch, and as a rule they are very efficient. I do not think that there is any branch of the Post Office Department in which it would be desirable to employ women exclusively.

2070. Should there be a general provision for equal leave of absence for all classes, or should not length of service, nature of appointment and responsibility of office be factors in considering the extent of leave to be given?—I think leave of absence should be graduated according to rank and length of service.

2071. Should not leave of absence be compulsory?—Yes.

2072. Should there be a limit, and if so, what, in the case of leave on account of sickness?—Extended leave on account of illness should be especially dealt with in each case. There might be a limit beyond which sick leave could not be extended—say twelve months.

2073. Has the business of your department suffered and to what extent, through the granting of leave of absence to officers on account of sickness or otherwise?—Not in the inside service.

2074. Should there be a system of fines for small offences?—I think such a system very necessary.

2075. Is it advisable to reinstate an official who has resigned his appointment without the recommendation of the deputy head?—I think not.

2076. Should any test of competency to perform the required duties be shown, and is it necessary to appoint at the same salary?—Yes. Not invariably.

2077. Do you strictly observe the law regarding the attendance book? Do all your officers sign the books?—How do you deal with those who are late in attendance?—Yes. Admonish them

2078. Have you any suggestions to offer as to the Civil Service Act in general, or as to your own department in particular in connection therewith?—I should like to defer the reply to this question for a day or two.

2079. Have any difficulties arisen in the conduct of the business of your department arising out of the provisions of the Civil Service Act?—None of a serious nature.

2080. Have many changes in the character and extent of the service required in your department occurred since the passage of the Civil Service Act, and have as a consequence the duties in your department, or of any branch or of any officer of your department, been varied?—I think not. Increase of work has made the duties more onerous but their nature is unchanged.

2081. Have any persons found their way into the service of your department who, either from defects existing at the time of their appointment, or from advanced age, or from bad habits, are ineligible for retention in the service?—Yes.

2082. Are the number of persons employed in your department out of proportion to the increase of work?—No.

2083. Has the work in your department increased beyond the capacity of the permanent staff, and if so, has it led to the employment for lengthened periods of temporary clerks, and has the rates of remuneration of these temporary clerks been increased from time to time?—Yes. The rate of remuneration to temporary clerks has not been increased.

2084. Have you any suggestions to make, more particularly in connection with any rules laid down under existing statutes, that have been found inconvenient or impracticable and that would lead to irregularities?—I think not.

2085. Have you any suggestions to make in connection with the imposition of checks upon the admission of ineligible candidates, or in regard to giving the proper facilities for relieving the services of useless members?—I think sufficient attention has not been given to the medical examination of candidates for the Civil Service.

2086. Is it desirable for officials to sign the attendance books when leaving the department for any purpose?—I think not.

2087. In your opinion, are the office hours, 9.30 a.m. to 4 p. m., sufficiently long, or could they be extended in your department with advantage?—I think six hours steady work sufficient, considering the nature of the work the majority of the clerks are engaged in. I would suggest that the office hours be made from 9.30 a.m. to 4.30 p.m., with an interval not exceeding one hour for luncheon.

2088. Have any abuses prevailed in your department as to the length of the working hours?—Not to my knowledge.

2089. Is it desirable that the officials should leave the department for luncheon?—Yes; unless a luncheon room could be provided for them in the department.

2090. Do all your officers leave for luncheon at the same time? If that is the practice, is an arrangement made whereby the business of the department does not suffer through their absence? What length of time is given for luncheon?—No; the time of each is so arranged that no room is left unoccupied. An hour.

2091. Do you take care to ascertain that the length of service recorded in the Civil Service List is correct in the case of the officials attached to your department, and that in case of those officials who come under the provisions of the Superannuation Act, such service is only entered as would be counted for superannuation?—Yes; I believe the record of the Post Office staff is quite correct in this respect.

2092. In your department are the officials generally aware of the Treasury Board Minute of the 28th January, 1879, respecting the use of political influence; is its spirit generally observed, and in case of infraction has the attention of the head of the department been called thereto?—Attention has been called to this Minute, but it is practically ignored.

2093. Is it essential that a fixed daily allowance should be given for travelling expenses, or would it, in your opinion, be preferable to reimburse the actual outlay incurred?—I am in favour of a fixed allowance.

2094. Do you make in your department the same allowance for travelling expenses to all classes of officials and for all services, or do you discriminate, and to what extent?

—In the inside service we seldom have occasion to send out officials away from headquarters; but when so sent they have usually received the same allowance.

2095. In your opinion is a Superannuation Act necessary in the interest of the public service? If you deem it necessary, do you consider it advisable to restrict its operations to certain classes of officials having distinctive duties or otherwise? What change, if any, would you propose, as regards the officials of your department?—Yes; very necessary. If the limit of age on appointment were fixed at from eighteen to twenty-five, I would not exclude any of the permanent staff.

2096. Do you consider the ten-year term sufficient, or would you increase the number of years to be served before an annuity be granted?—Yes.

2097. Do you consider as a rule the age of 60 years to be a proper age for retirement?—Yes.

2098. Would you deem it advisable to have all officials retire at a certain age, and what would be your view as to that age?—Yes; I think retirement should be compulsory at 65.

2099. Would you grant the option of retirement to any official who wishes to retire from the service, and at what age should this option be fixed?—Yes; at 60.

2100. Should any term, in your opinion, be added to the actual term of service of any official to be superannuated, however he may have been appointed? If a term be added, do you consider it advisable to regulate such addition by confining it to certain officers designated and by requiring a certain length of service before such addition can be made?—I think that there are cases in which a term may be added, but I think it would be better in the future the adding of such a term were made a condition of appointment.

2101. In your department has the additional term, or portion of additional term, been granted solely to officials appointed to high offices for technical qualifications; to officials whose office has been either abolished or who have been retired for reasons of economy; or has the additional term been granted in any case to officials who entered the service after the age of thirty years, and who never did anything but clerical work?—To answer this question would involve an examination of all the cases of superannuation in the Post Office Department, which I have not had time to do; but I think there are cases in which time has been added to the service of men who never did anything but clerical work.

2102. Do you consider it proper that abatement for superannuation purposes be deducted from the salaries? If so, do you consider the present percentage sufficient, or do you consider that it would be desirable, in the interest of the public service, to increase the percentage in order to provide: (a) That if no superannuation takes place through death or any other cause, the official or his representatives should be reimbursed for the abatements deducted from salary; or (b) that the officials who are superannuated might have the alternative of accepting a commutation in lieu of superannuation, to the extent of the abatements paid by them?—Yes; I think the present percentage hardly sufficient, and I see no reason why men who have completed 35 years' service should cease to contribute; I do not think the abatements deducted should be reimbursed, nor do I think that commutation should be given except in the cases of men who are forced to retire early in life.

2103. Would it be desirable to have a system of insurance in connection with superannuation?—Not in connection with it, but in addition to it. I would keep the two systems entirely separate. The Civil Service Commission of 1881 recommended a system of insurance, which I think would be a great benefit to the service.

2104. In case of dismissal or resignation, in your opinion should the abatement be deducted from salaries for superannuation purposes be refunded?—No; insurance premiums are not returned to persons insured who sustain no loss. The abatement would have to be increased if this were done.

2105. In your department, has it ever been recommended that diminution of the allowance should be made on account of the service of an official having been considered unsatisfactory?—Yes, in one instance.

2106. Do you deem it advisable to allow any extra term of service to any officers removed to promote efficiency or economy, or for any reason at all?—No; I think officers so removed should, if efficient, be transferred to some other branch of the service.

2107. When once a superannuation is effected, do you consider it desirable to retain the power to call back to the service the persons superannuated, and at what age would you place the limit?—It would depend a good deal upon the age at which superannuation took place. I do not think that a man in good health should be allowed to retire before he is 60. After that age it would be hardly fair to call him back to the service.

2108. Are there any suggestions you would wish to offer with respect to the Superannuation Act, or the working thereof?—None, except those indicated in my replies to the foregoing questions.

2109. Is your department divided into branches; give particulars, including the name of the persons in charge of each branch the number of officials in the same, grading them and describing generally how the duties are allotted in each branch. What is the method employed in your department for the collection and deposit of public money?—The conduct returns which I annex give the required information which, however, can be tabulated in any form required. The post office revenue is collected almost entirely by postmasters on the sale of postage stamps; the proceeds from such sales being placed at the credit of the Receiver General in some one or another of the banks designated by the Deputy Minister of Finance. Receipts in triplicate, one for the Receiver General, one for the department and one for the depositor, are given by the banks for all such deposits.

2110. Give a general idea of the method employed in controlling the expenditure of your department?—The expenditure for the Post Office Department is principally for mail service and salaries. Mail service is for the most part performed under contract made in accordance with the provisions of the statute. Salaries are regulated by the Civil Service Act. The commissions to country postmasters are based upon the revenue collected and are fixed in accordance with a scale applicable to the whole Dominion. Miscellaneous expenditure is controlled by the Deputy Postmaster General.

2111. What system of purchasing is adopted in your department?—Purchases are usually made under contract or by special agreement.

2112. What is the system followed in the issue and receipt of stores?—All stores are checked on receipt and on issue, and regular registers are kept of receipts and issues.

2113. How are contracts generally awarded in your department?—The rule is to award all contracts to the lowest bidder, giving satisfactory security for due performance.

2114. In addition to his salary is any official in your department in receipt of any additional allowances or perquisites, and if so, please state particulars?—Two officials receive \$100 a year for firing and taking charge of the noon gun, and several are in the militia for which they receive the usual pay and allowances.

2115. Is it possible, in your opinion, to reduce the expenditure on account of the services under the control of your department without impairing their efficiency, and if so, state in what way?—No, I think not. There is a constant demand for increased postal facilities, which cannot be given without incurring additional expenditure.

2116. In your department have any abuses prevailed in connection with the supervision of payments?—No.

2117. Have you any suggestions to make with a view to possible amendment to the Audit Act?—I have not had time to examine the Audit Act; but I may say generally that the present system is altogether wrong in my opinion.

2118. Is it desirable that city postmasters and post office inspectors should be exempted from examination and would you add any other class of officials to the exempted list?—I think that city postmasters and post office inspectors should be invariably selected, as in England, from the employees in the post office service, and should be appointed after examination. These officers should have a thorough knowledge of the details of post office work. If they do not possess this knowledge they cannot efficiently superintend the work of those under their control, and they are consequently paid for the performance of duties which necessarily devolve upon their subordinates.

2119. In what respect do you consider the present system of audit to be wrong?—The Auditor General is gradually becoming an Accountant General. My idea is that each department should prepare its own accounts, and that he should examine them, as they do in England, and report upon them. For instance, he should come and take the post office accounts, look over them carefully, and see how the books are kept, and report upon them. I do not think he ought himself to compile the accounts and then audit them. At present he takes nearly all our vouchers and compiles nearly all our expenditure accounts, and I do not think that is auditing them. I may be wrong, but it seems to me that auditing them means that we should examine them and see if they are properly kept. The system in England is that the Auditor General sends for the Post Office accounts for a month or two months, he goes carefully over them, obtains all the information, and makes a report whether he finds them satisfactory or not. He has access to everything—books and vouchers. He can either send clerks or go himself. But here we are actually deprived of nearly every one of our vouchers for the current year, the Auditor General requires them all.

2120. The question amounts practically to this: Who shall have control of the vouchers?—That is it. Statements cannot be prepared without them.

2121. The mere matter of the form in which the accounts should be prepared is a bagatelle, is it not?—I do not think his system is as good as ours, but that is a matter of opinion.

2122. Probably he has prepared his statements in accordance with the methods in the Estimates granted by Parliament?—Probably, and we prepare ours rather with a view to furnish the information to the public in a convenient shape.

2123. Have you ceased to prepare expenditure statements?—Almost entirely. We cannot do it; we have not the means to do it.

2124. The Auditor General has to prepare for Parliament an appropriation account in accordance with the terms of appropriation granted by Parliament?—Yes.

2125. That is the law, and that is also the law in England?—Yes.

2126. Your forms of accounts differ in some respects?—Ours are not at all the same as theirs. We arrange some of our expenditures locally for the convenience of the public. For instance, we arrange the mail service expenditure in that way, being one of the larger expenditures; and we arranged the other according to service, so that if a man wants to know the expenditure on a particular service he can get it.

2127. Could you not make some suggestions by which both offices could be accommodated—you for your internal arrangement, and the Auditor General for his office?—Yes; the Auditor General should be relieved of the duty of making all these statements in detail. I cannot conceive if necessary, because practically he is now the Accountant General of the whole service, he prepares all these detailed statements. The Auditor General in England certainly does not do that.

2128. Are you aware that the Comptroller and Auditor General in England simply prepares abstracts, adding thereto any correspondence he may think desirable to publish?—Of course, that is his duty.

2129. But does the Auditor General of your own knowledge, use your vouchers when preparing details?—Yes, he takes all our vouchers we have not access to them ourselves. We have given up the struggle in despair, it was no use, we found we could not do it. He demanded possession of them, and what were we to do? We were obliged to let him have them. I found out that the other departments were doing the same thing.

2130. Do the other departments complain?—I do not know if they have complained, but they seem to have submitted. Of course our expenditure is very large, about three million dollars a year. We have an enormous mass of vouchers of every sort and kind. Even the Auditor General has not been able to take over the whole of them. For instance, he leaves us the vouchers for the mail service. So it leaves us in a very unpleasant position; we have part of our vouchers and we make up part of our expenditure statements; we cannot keep the rest of our vouchers and we cannot make up the rest of our statement.

2131. In all other respects you have nothing to complain of?—No. I file with my evidence a statement coming from our clerks, packers, and sorters in the printing and supply branch, giving their views of their work and salaries. It is as follows :

“ POST OFFICE DEPARTMENT, CANADA,
 “ PRINTING AND SUPPLY BRANCH,
 “ OTTAWA, 2nd January, 1892.

“The clerks and packers and sorters of the printing and supply branch of the Post Office Department having in meeting assembled very fully and carefully considered the questions for the most part affecting them in their official capacity,—the clerks in this branch, aside from the suggestions submitted by their delegate embodied in the joint report of the Civil Service representatives, having no grievance which they desire to bring to your notice, and having decided in this instance to waive their right of special representation in favour of the lower grade employees of this branch of the department,—have selected the undersigned as their representative, and desire to submit for the information and favourable action of your honourable body the following observations and suggestions :—

“The printing and supply branch of this Department carries a working staff of, exclusive of the superintendent, 11 clerks and 22 packers.

“By far the largest proportion of these packers are such in name and rank only, the duties performed by them being of a purely clerical nature, embracing the keeping of ledgers and registers, the checking of all accounts—amounting in 1890-91 to over \$100,000—the receiving and issue of supplies, the making out of invoices, the translation into English of communications touching supplies for French postmasters, the compiling of the annual and incidental statements of the cost and volume of printing, stationery, and stores generally, work necessitating care and intelligence, and requiring practical knowledge acquired only by years of actual experience, and carrying with it responsibilities not intended to be borne by packers or sorters.

“Others again are called upon to perform what may almost be termed technical work, such as is involved in the separating of mail bags for repair or destruction, *i. e.*, the decision of the point as to when a bag is so far deteriorated and worn out as not to justify the incurring of further expense for the repair of the same, or vice versa.

“As a special case also it may be mentioned that one of the packers is required, through his experience as a practical shoemaker, in addition to his routine work, to perform the duties of inspector of all boots manufactured by the different makers for the letter carriers in the Dominion, covering an average of about 800 pairs yearly.

“Of the men in question performing clerical work, eight have qualified themselves for promotion by successfully passing the upper grade examination.

“The above conveys only poorly the peculiar position of the packers of this branch, but a close examination will reveal the fact that the work performed by them is of an entirely different class, and a higher grade than that required from men of a similar rank in the other branches of this department, or in any of the other departments of the service, and the packers in question therefore most humbly lay the following before you, and pray that the same may receive your earnest and kind consideration.

“I. That those packers in this branch who are now performing, and have for years past been engaged in clerical and higher grade work—within the meaning of the Civil Service Act,—and who have passed the qualifying examination, be given promotion to the 3rd class clerks.

“II. That in view of the responsibility arising from the special nature of the work performed by the packers of this branch, other than those referred to in the preceding paragraph, an intermediate class be created between the lower and upper grade, or, if this be impracticable, that the present maximum salary of these packers be raised to at least \$600 per annum—the maximum salary now paid to the lower grade employees of the outside service.

“III. That the temporary packers who have been employed in work of a permanent nature for a number of years at a salary of \$25.00 per month, whose services

are absolutely necessary, and whose qualifications fit them for appointment, should be put on the permanent list.

"In closing this report we deem it our pleasing duty, arising from a sense of appreciation of the fair and impartial treatment received at all times at the hands of the superintendent of this branch, to here record the good feeling existing between the employees of this branch and their immediate chief officer.

"All of which is most respectfully submitted.

J. H. LEWIS,

Printing and Supply Branch, Post Office Department.

2132. With regard to the salaries of deputies, do you think they should all be paid alike?—No; I do not. I do not think those who are professional men should be paid the same as those who are not. I think they are all insufficiently paid. There is another wrong thing which I will mention, for instance, in my own case—There are two post-masters, at Toronto and at Montreal, who get a larger salary than I do. Either they get too much or I get too little.

2133. Would you care to express an opinion with regard to what the minimum and the maximum salaries of the deputies should be? As you are a deputy yourself we will not press you for an answer?—Personally, I think that in a case like my own I should be perfectly satisfied with \$4,000. The Civil Service Act provides for that now. But I do not think that would be sufficient in the case of men who require special qualifications, for instance, the control of railways and canals.

2134. Your view would be, then, that there should be one general salary of \$4,000 for deputy heads, but in case a banker was taken into the Finance Department, or a barrister into the Justice Department, they should be paid more?—According to their special qualifications.

2135. Or an architect or an engineer in the Public Works or Railways, that they should have a sum in addition to that on account of their professional qualifications?—Certainly. I think that would be a very fair solution of the inequality.

2136. Do you think a deputy should have the power to suspend an employee in his department while the Minister is at Ottawa?—I do not see any occasion for the use of that power when the Minister is here, because the deputy could see him in five minutes. I have never done it of myself, and no Minister has ever refused to do it for me. Personally, my relations with my Minister have always been very pleasant. I do not think a deputy should act independently of his Minister; and if the Minister is here the deputy had better consult him before he does a thing which the Minister only can undo. The Act says distinctly that the head of the department only can remove suspension.

2137. What is your opinion of the statement made by the clerks and packers and sorters of the Printing and Supply Branch of your department?—I think what they ask for is very reasonable, because the work they do is very responsible work, and it will simply promote those only who are qualified. They only ask that those of them who are qualified may be classified as clerks.

2138. The service is open to them now, is it not?—Yes; but there is no use of disguising the fact that appointments are not always made because we think they are required by the service.

2139. But if there is a change so that there would be limited competition such as you suggest, they would have some chance of advancement?—Yes. I think that those temporary packers should be made permanent. There are five vacancies now. The maximum for the packers is \$500 and they ask that it should be made \$600, the same as the outside service. I do not think that is unreasonable either.

2140. Your permanent staff has increased from 112 to 204 in nine years?—Yes.

2141. All these new appointments have been made under the provisions of the Civil Service Act?—All of them.

2142. Have any of the persons appointed since the passing of the Act had more than one trial at the examinations?—Yes; I think so.

2143. Many?—No; probably not more than three or four.

2144. Have you 44 extra clerks just now?—Yes.

2145. Did you ever take steps to see whether there is a redundancy of clerks in your department?—I have never done so yet, because the appointment has always rested entirely with the Minister, and I have never undertaken to interfere in any way.

2146. Has political pressure ever been placed on the department to take on extra clerks?—Oh, yes.

2147. When they are not needed?—No, I do not think so; I mean the appointees have been chosen on political recommendation.

2148. You have read the duty report of the Superintendent of the Savings Bank?—Yes.

2149. In which you see there is a redundancy of the staff there. Has that been reported before?—Yes, frequently. He wants to get rid of those three men. In the first place they are all more or less indifferent; he can do very well without them because he has taken temporary clerks, and he prefers to retain those temporary clerks.

2150. Could you not reduce your temporary clerks by getting rid of these three men?—I would rather reduce some of the permanent clerks. Many of the temporary clerks are amongst the best we have. We pay them \$400 a year.

2151. You are not in favour of a boy copyist class?—We have no work for them, that is the only reason.

2152. Are you aware that in the Receiver and Accountant General's Office in London there are 60 of them employed and in the Savings Bank Branch there are 112?—I would not like to say much about that without knowing what they are doing. I know pretty well what the business of the Money Order Office is at home. These boys may simply be employed in filling up forms of which they sent off an immense number when I was home. If they are simply employed in that way it may be all very well.

2153. These boys apparently begin at 14 shillings a week, increasing by a shilling a week for a year, and they work till the age of 18 when they cease employment?—Yes.

2154. They do sorting and work of that kind?—We might probably so employ them, but it would be rather doubtful.

2155. One of your officers, it may be mentioned, rather favours the suggestion?—Mr. Matheson has been in England quite recently and he may possibly have seen something of the work done by them in the Savings Bank Branch. In the Savings Bank Branch there is an immense number of notices and things of that kind sent out, and they may find these boys do very well.

2156. If they were useful in that way it would effect a great saving in time?—No doubt it would. In olden times I suppose 60 or 70 per cent of all the men who went into the English service went in between the ages of 16 and 20; very few went in over 20. I joined the service at 16.

2157. Probably you have not read the recent regulations with respect to the boy copyist class at home?—No. I went into the matter a little when I was in England in 1884; I have not seen anything about it since.

2158. As a matter of fact they are now the nucleus of a permanent civil service staff afterwards; they go up for examination, and from their training as boys they are very successful?—No doubt they would be. We have several instances of that in the service here. We had one who has been transferred to the Justice Department, a lad who came to us as a message boy, and Mr. Stewart took hold of him and gave him a little better work than the messengers to do. Gradually he made a clerk of him, he qualified, and now he is in the Justice Department and studying for the bar. That is a case in point.

2159. Considering the number of officials in your department, would it not be worth a while to see how this system has worked in England?—Yes, I think it would. I would be quite willing to try it.

2160. The tendency in your department is to make all officials permanent—letter carriers, railway mail clerks, &c.?—The service increases from year to year; we cannot hope for any reduction; we must expect that it will increase.

2161. The tendency is to make them permanent rather than temporary?—Yes.
2162. Or rather than being paid by the week?—Yes.
2163. What do they call railway mail clerks in England? Railway sorters?—They used to call them railway mail clerks, perhaps they call them sorters now.
2164. Can you tell under whose control they are?—Under the surveyors. The surveyors are equivalent to our inspectors. We call them inspectors, they call them surveyors.
2165. The Surveyor General in Edinburgh, for instance, besides himself has 18 clerks and a store keeper, all the rest are paid by the week?—Well, you see their system is altogether different from ours. If a large post office becomes vacant they always put a clerk in charge.
2166. Coming back to these mail clerks that are constantly going backwards and forwards on the railways; are they not paid by the week instead of by the year as here?—They were not in my time; they were paid a fixed salary, a small salary. They usually got about half a guinea a night, as far as I remember, from London to Birmingham.
2167. Do you call sorting clerks those who sort the letters in the post office?—Yes. I do not think the two systems can be made quite the same, because in England everything is immediately under your eye, you can put your hand upon anything at once.
2168. You do not think there is any objection to the present system of having mail clerks employed by the year?—No.
2169. A railway mail clerk, on appointment with us, receives \$480, and in addition to his salary he has an allowance of half a cent a mile for every mile travelled?—Yes, half a cent in the day time and a cent at night.
2170. Is there any limit of age governing their appointment?—There is no limit of age in the outside service, but I think there ought to be. Practically we take them at any age.
2171. Generally railway mail clerks on appointment are aged about 20?—They should be at first. Most of the men we get are older than that.
2172. Are they too old?—I think they are. I do not think any man ought to enter the service as a profession who is over 25. His habits of life become formed, and the chances are that he has tried something else and failed. I think we ought to try to get our employés as soon as possible after they leave their school or college.
2173. All your officials should have an age limit on appointment?—All of them, without exception.
2174. Practically, with the allowance and all that, a young man of 18 as a railway mail clerk makes when he begins life about \$800 a year?—No, about \$600 to \$650.
2175. Has it not happened in many instances that your railway mail clerks have gone to the penitentiary?—I am sorry to say a good many of them have.
2176. Is not that in a great measure owing to the abnormal pay they receive on appointment?—No; I do not think so, because our experience has been that men who have been a long time in the service have got into trouble as frequently as the young men. The last man we caught in Montreal has been 18 years in the service. I may say in connection with these post office robberies that there are things I cannot understand. What I mean is this, the absence of a reasonable motive. I have never known an instance in which a man stole to meet his necessities. We have had the most extraordinary cases. One man in Montréal, for instance, accumulated between \$4,000 and \$5,000 by his robberies, and we were never able to ascertain where it came from. Another most extraordinary case was that of a man who took to repairing organs in country churches with the proceeds of his thefts. Another man that I remember used to steal a dollar or two at a time and go down and drink it up; but I never knew a man to steal who applied the money to any useful purpose or to meet his necessities. Almost invariably the money has been squandered in some improper way.
2177. You had three men from this district, all young men, that were convicted of embezzlement and went to Kingston?—Yes; those three were comparatively young men.
2178. When those cases came before the Treasury Board was not your attention called to the abnormal pay which these railway mail clerks received who entered the service?—I do not remember.

2179. It has gone out of your memory?—Yes.
2180. The department took no notice of the matter?—No.
2181. What means do you take to get rid of inefficient clerks when you find them to be such?—We find it very difficult to get rid of a man. I remember one case in which a man was removed simply on the ground that it was in the public interest to do so. That was the case of a railway mail clerk who had been a long time in the service. We could not get evidence against him, but wherever he went losses occurred, and finally the Postmaster General for the time being took the unusual step of recommending his removal on the ground that it was not in the public interest to retain him, and we got him dismissed by Order in Council on that ground.
2182. Now, if there are some who are retained against the public interest, by what influence are they so retained?—I may say by the influence of their friends—there is no use disguising it.
2183. Do you ever report against them?—Yes.
2184. Recurring to the letter carriers, in England they are paid by the week?—Yes.
2185. They have rewards through stripes, and an extra shilling a week for efficiency?—Yes.
2186. The efficiency is tested by speedy, accurate and rapid delivery of letters?—Yes.
2187. It is shown also by the small number of letters they bring back to the post office?—Yes; they pride themselves on never bringing back a letter they can possibly deliver. They all do that.
2188. Your men here all become permanent?—Yes; the letter carriers.
2189. It does not matter to any letter carrier whether he delivers or brings back his letters, if he simply walks the round?—I would not like to say that, because I think that in every city post office a letter carrier would very soon be reported if he did that.
2190. What would happen if you reported him?—That is another question.
2191. Do you ever take a holiday?—I have not for eight years.
2192. Do you think that is right in the interest of the State or in your own interest?—No, I do not, but I really cannot spare the time.
2193. Have you no one to take your place in case of accident?—Yes, the secretary; but there is so much work to do that the secretary has all he can do now, he has his hands full.
2194. You say the Secretary of the Post Office Department usually takes two months in England?—In England the work is very different. In the first place every man in the post office there has served an apprenticeship, he is not appointed for political reasons like the postmasters for instance in Montreal, Toronto and Quebec. There they would be men who had served their lives in the business. If the postmastership of Birmingham, for instance, fell vacant, it would be given to one of the senior clerks in the post office service a man who would take just as good care of the post office probably as any other man in the service. Therefore you can decentralize the work there; you can have a number of independent groups all over the country, superintended by these men which relieves the headquarters staff very much.
2195. They have perfect machinery there for administering the department?—Exactly. You have men in charge there who have been learning their work all their lives.
2196. Your inability to take a holiday arises largely from the fact of the outside service being filled with inexperienced political appointees?—No doubt; my work and that of the secretary is very greatly increased by that fact.
2197. What are the perquisites of your letter carriers?—Their salaries are from \$360 to \$600, with an annual increase of \$30.
2198. What are the perquisites?—None that we know of, no recognised perquisite.
2199. You dress them; probably you do not call that a perquisite?—We uniform them, but there are no recognised gratuities. We provide them with a summer and a winter uniform and with boots. In point of fact we clothe them.

2200. Have you other defalcations such as took place at Kingston?—Sometimes. Mr. Burns was in the Kingston Post Office for years.

2201. He never took a holiday?—No, I do not think he did.

2202. In fact it was discovered by his being obliged to be away?—It came to light through one of the depositors, I forget exactly how. He selected in almost all his cases depositors who were ignorant of the regulations and therefore he did just what he pleased.

2203. You are decidedly of opinion that wherever money is handled leave of absence should be compulsory?—Certainly, and the work should be handed over to somebody else, wherever money is concerned.

2204. In your written statement you were asked, "Have any persons found their way into the service in your department who, either from defects existing at the time of their appointment, or from advance of age, or from bad habits, are ineligible for retention in the service". And you answered, Yes. Can you amplify that answer?—We have several men whom I would be very glad to get rid of.

2205. Men of bad habits who since the passing of the Act have found their way into the service?—I would not say so much through bad habits as incompetency and indifference. If you refer to these three men in Mr. Matheson's branch, their habits are not bad but they are indifferent and careless, and there is not a temporary clerk in Mr. Matheson's office, who would not do his work better than either of those three men. That is why he has selected these three as men he would be glad to get rid of.

2206. Then you do not refer to any of your clerks in the inside service as having bad habits?—Oh, no.

2207. What rate of travelling expenses do you pay to your post office inspectors?—\$3.50 per diem.

2208. In a district like the Ottawa district, for example, there is no larger town than Cornwall where they would have to put up?—I think Cornwall and Pembroke are the two largest places.

2209. There is no place where the hotel charges would be \$3.50?—No, I think not.

2210. Virtually that is a large addition to the post office inspector's salary?—Yes, it must be in several divisions.

2211. Nevertheless you consider it a matter of policy?—The policy in the Imperial Department was always to pay small salaries and large travelling allowances so that a man's duty might run side by side with his interest. When Mr. Griffin was inspector his salary was only about £200 sterling a year but his travelling allowances were \$5 a day. The inspectors should be kept constantly on the road. I may say further that in England the inspectors have no offices for that reason. Their office is in their pocket, they are supposed to be on the road travelling about from one place to another inspecting, superintending the service in fact. In Canada our inspectors all have the tendency to make separate offices, to create office work rather than travelling work. The scale of salaries in England by a recent number of the *Civilian* is £150 to £350 a year and 15 shillings per diem in addition to actual travelling expenses.

2212. In fact some times you have to order your inspectors out?—Yes, we have had to do so.

2213. Do you think the fact that they can make a \$1 a day or so is an incentive to going out?—I think if they made more they certainly would be induced to go out more.

2214. Some inspectors desire comfort at home rather than going out?—No question about that.

2215. But others may travel to add to their remuneration?—I would hardly like to say that there is no doubt they do not travel as much as they should, with one or two exceptions.

2216. In the secretary's branch of your department there are 40 permanent men and five extras. As compared with 1882, can you tell whether the number has doubled?—No, I do not think it has. I do not think the increase has been so much in that branch as in some of the others.

2217. That is more of a permanent character?—Yes, it is more of a directing and controlling branch.

2218. The accountant's branch which has 46 permanent and seven extra clerks, has largely increased?—Yes.

2219. For printing and supplies you appear to have a very large staff, 25 permanent and nine extra employees. They only look after stores, do they not?—Yes, but the stores are simply enormous. Some times we have a million of forms of one kind. We ordered a million of one form yesterday. We send forms quarterly and to the city offices almost every day. If you will come over and see it you will see the enormous amount of work to be done. There are letter carriers' uniforms, scales and weights, mail bags, &c. It is a well managed branch and it will stand any inspection.

2220. You do not think the staff is too large?—I do not think so.

2221. Do you think it is desirable to have so large a proportion of extra clerks in your department?—Yes; as a matter of economy, but I do not think it is fair to the men themselves.

2222. Have you extra clerks receiving extra pay?—None, either extra or permanent, with the exception of those in the savings bank.

2223. Under what heading do you charge the salary of your extra clerks?—They are paid out of departmental contingencies.

2224. And no extra clerk is employed in the head office here that is charged to the outside vote?—Yes; I think we have one or two charged to the office of the chief inspector. His office is in our building.

2225. Last year you paid about three-quarters of a million dollars for conveyance of mails all round.—\$757,000. Those are the ordinary contracts.

2226. When a railway is opened are steps taken to see whether it can be utilized?—On the opening of a new railway we require the inspector of the district to report as to whether it can be used with advantage for post office purposes, and if it can be used to advantage authority is given; such use involves a readjustment of all the mail service in the vicinity.

2227. When Mr. McLelean was Postmaster General he had an idea of calling the post office inspectors to Ottawa and going over each county to see whether these mail services could not be readjusted; do you think that might be desirable still?—No; we tried it. We notified each inspector, and the result practically amounted to nothing. I do not think we were able to abolish half a dozen routes.

2228. From Ottawa to the railway station you paid over \$3,000 last year for carrying the mails?—How were these contracts let?—They were all originally let by tender. Some times we continue a contract from term to term when we get a good contractor, that we can do under the authority of the statute. We are allowed to renew contracts when they are reasonable. But the amount of mail matter in Ottawa is something enormous and some times we take out a ton or a ton and a half from the Commons in one day when parliament is in session, parliamentary papers and things of that kind. Then latterly we send all the stores from the stationery office by mail, and an immense mass of material from the Department of Agriculture.

2229. In almost every Gazette there is a list of new post offices opened; what steps are taken to establish a new post office?—An application is sent to the post office inspector, who either visits the place or obtains necessary information by correspondence, and he furnishes the Postmaster General with a report giving the probable cost and the probable revenue. The Postmaster General with the information before him decides whether it is desirable to establish the office or not.

2230. What do you mean by the application?—A post office is generally established on the petition of the inhabitants personally interested; almost invariably that is the case.

2231. Are not new offices some times opened in the Dominion where they are not necessary?—Very rarely. The present Postmaster General is very particular about that. He has refused many a time.

2232. Are there new offices some times established through political pressure that are unnecessary?—No, I do not think we have suffered much from political pressure in that way.

2233. Judging from the small revenue received from some of those post offices one would be inclined to ask what was the object of their establishment?—No doubt, the revenue derived from some of the offices is very trifling. But still it would be a great inconvenience to the people if you took the office away from them. They have no other means of communications with the outside world. Take some of those places in Nova Scotia and New Brunswick, places difficult to get at. There may be only a few families to be served, but that is the only way they can communicate with the rest of the world. As a rule the petitions are fully enquired into.

2234. What is the cost to the State when a new post office is established?—We pay the postmaster \$10 a year.

2235. And that covers everything?—Yes, except blank forms and the cost of carrying the mails to and from the office; that requires a service by stage sometimes, services on horseback or on foot. After that, the postmaster gets an increase according to the revenue; he gets a commission of 40 per cent on the first \$800, above that the commission is only 25 per cent.

2236. He is entrusted with the sale of stamps?—No, not now. In all small post offices we gave a credit supply to start with, say \$10 or \$20 in stamps, and they are supposed to keep that credit supply intact. We do not ask them to pay for it so long as they remain in office. It is a sort of capital to trade upon. As soon as he sells \$10 worth, he must get some more, and he can only get those from the larger offices.

2237. Are these little balances of stamps on hand checked?—They are checked periodically.

2238. It would cost a good deal to go all over the country to check them?—The only real check we have in the majority of cases is the certainty of complaint from the public if they do not get them.

2239. You say you give \$10 or \$20 worth of stamps?—Yes, whenever an inspector goes to one of these offices that is one of the things he is supposed to enquire into, whether they have the proper amount of stamps on hand.

2240. Occasionally, when the district gets big enough a public building is erected for the post office?—Yes.

2241. In the country the postmasters are usually storekeepers?—Yes.

2242. If, as you state, the country postmaster is usually a storekeeper, and a public building is erected, how do you arrange about his salary then?—That is a very difficult question. It is a difficulty that is cropping up now. We can only give the postmaster the ordinary salary based on revenue, and how they are going to live in some of these small places I do not know. We cannot allow them to carry on another business in a Government building. It has been proposed on two or three occasions to limit the erection of new post offices to places where the revenue amounts to a certain sum, so that the revenue might produce a salary sufficient to enable the postmaster to live. I think that should be done.

2243. That is a matter that has been discussed in Parliament for a long time?—Yes, but the erection of post offices depends rather upon the Minister of Public Works than upon the Postmaster General. It has been so in the past at any rate.

2244. It embarrasses your department at times?—Undoubtedly. It induces pressure for increased allowances in order to enable the postmaster to live. The postmaster generally gets fuel and light and presumably a caretaker. As a matter of fact we have little or no responsibility in the matter, we have had none in the past.

2245. Is there a fixed rate at which railways are paid for the conveyance of mails by railways?—There is a fixed rate under the General Railway Act, at least by Order in Council passed under the General Railway Act, of eight cents per mile for an ordinary passenger train with a post office.

2246. Some times four cents?—Four cents is for through bags, we pay from two to four for through bags sent in charge of the company's servants. We had a rate of six cents for slow trains, but that has almost ceased.

2247. Occasionally you have to give increased compensation for the conveyance of mail?—Yes, with the larger railways we have special agreements which are simply in addition to that. With the Grand Trunk we pay them a mileage rate.

2248. In the post office mail service for Ontario the compensation for the conveyance of mails was \$76,560, which included \$25,000 for increased accommodation between Montreal and Toronto?—Yes, they gave us a special car between Montreal and Toronto.

2249. That is for special services rendered?—Yes. We found that the mails were so heavy that they could not carry them in an ordinary post office car.

2250. Then generally you pay fixed rates upon the railways?—Usually fixed rates.

2251. You pay the Intercolonial for what mails they carry?—Yes, we pay them a fixed rate of \$130 a mile.

2252. Does the Intercolonial pay you for carrying their letters?—No.

2253. How does the franking system affect you in the matter of loss of revenue?—Very largely no doubt. We carry all the Government correspondence free, we carry all the materials of the Department of Agriculture free, we carry all the supplies from the Queen's Printer free.

2254. And you carry the correspondence of the Intercolonial free?—Yes, that all goes free, to and from Ottawa.

2255. And yet they charge you for carrying the mails?—Yes.

2256. Then the accounts do not fairly represent the actual state of things?—No, I think we ought to have an allowance in some in some shape or form. Of course it all comes from the same pocket.

2257. There is a special section of the Post Office Act that deals with the franking and free mail business?—Yes.

2258. Franking and free mails are confined to the Government departments at Ottawa, to the Library of Parliament and to the members of the Senate and House of Commons during recess for all papers printed here?—Yes. Anything printed here can be sent free during recess.

2259. But it only applies to any thing sent to or from the seat of Government to or from places in Canada?—That is all, except Parliamentary papers mailed by the members during recess.

2260. Is it not contemplated to make a new regulation concerning this franking privilege to the heads of departments?—Yes.

2261. And it is referred to you to prepare regulations?—Yes.

2262. For the present it will be confined to the departments at Ottawa?—Yes.

2263. Will it be surrounded with difficulties considering the mandatory terms of the Act?—I do not think so.

2264. It would be easier if this section of the Act were repealed?—I think it would have to be repealed or altered, although it does not appear to me to cover private correspondence.

2265. How are you to judge when a letter is addressed to an officer of the department, whether it is of a private or a public nature?—I think all correspondence of an official character should be addressed, either to the head of the department or to the deputy head, I do not think it should be addressed to anybody else. That would be the best safeguard. Then I think all correspondence going from the department should be franked, either in the name of the head or the deputy head. That is the practice in England, and the practice in the United States, and in every British Colony that I am aware of.

2266. Perhaps it would be better to repeal this section, and have a clause for penalty envelopes?—As in the States. You might do that, or do as they do in England, In England, if a man did anything of that kind he would be suspended or dismissed. When I was serving in England, we had no franking and no difficulty whatever. All official correspondence came addressed to the Head of the Department, not by name but by office. It was not addressed to him by name, as a rule, but by office.

2267. Are your mail contracts submitted to Council?—No; only contracts for railway mail service or steamboat service, exceeding an annual cost of \$1,000 a year; those are submitted to Council.

2268. Since when?—Within the last year or two only. There is a statutory provision to that effect, but it was overlooked in some way or other until quite recently.

2269. The practice in your department is to take bonds from postmasters?—Yes.
- 2269½. Do you ever collect anything on the way of bonds from defaulting postmasters?—Yes; we are collecting one now from the London Guarantee Company, on account of the postmaster at Banff. We will probably prosecute him, if we can. In all cases of money order offices, we exact bonds from Guarantee Companies where it is possible; but there are some cases where we cannot, where there is strong objection to it, we have allowed the postmasters to give private bonds. But that has been entirely the exception.
2270. Where private bonds are given you rarely recover?—We have in some cases.
2271. Do you mean to say, that in the case of a little post office, where you give a man \$10 a year, you take bonds from him?—We take bonds from him for \$400, as a rule. We have in several cases reduced it to \$200.
2272. Who pays the premium on that bond?—The postmaster. That is why we have taken private bonds in some cases, because the postmaster has urged that the premium was a very heavy tax upon him.
2273. The danger in private bonds is that there is always a difficulty in collecting?—Always. There is a certain amount of hardship about it too. A man puts his name to a bond of that kind, and he does not realise what he is doing. Ten or twelve years afterwards he is suddenly confronted with the fact, that the man for whom he gave bonds is a defaulter.
2274. Do you not send a notice to the bondsmen every year?—Not to the bondsmen but to the postmaster, requiring them to furnish sureties, or to state whether their sureties are solvent or not. We notify those who give bonds, but not the bondsmen.
2275. Would it not be advisable to notify the bondsmen yearly of their responsibilities?—I think it would be better.
2276. Does your city delivery in Ottawa, include New Edinburgh, for instance?—It takes in the whole city.
2277. Is there a distinct post office at New-Edinburgh now?—There is a post office for the reception of letters, you can mail letters there, we have not broken that up yet. There is also one at Stewarton. But they will gradually die away and will probably be replaced by letter boxes or branch offices.
2278. Will that arrangement apply elsewhere, Toronto, for instance?—In Toronto and Montreal we find the business so large that we have to have branch offices for money orders, registration, &c. We still have a post office in Yorkville, but it is simply a place for the deposit of letters. We do not deliver letters there.
2279. Are these men paid at the same rate as they were when these post offices, were independent delivery offices?—At Yorkville we do, but in the other places we pay a fixed sum. We have left Yorkville as we found it. But the branch offices, some of them, have a salary of \$300 or \$400 a year, enough to compensate the keeper for the time he has given to it.
2280. You have lately renewed a contract with the British American Bank Note Co. for making stamps?—Yes.
2281. In England they have a combined stamp for postage and inland revenue?—Yes.
2282. Do you think that it could be introduced into this country?—Well, what does the inland revenue represent? In England every receipt has to have a stamp on it, and there is an immense consumption of stamps of small denominations for revenue purposes, which I do not think there is here.
2283. Who supplies the uniforms?—The Rosamond Woollen Co., of Almonte, under contract.
2284. You previously got them from England, did you not?—We got them from England for some time. For a time it was impossible to get the clothing in Canada, there was some difficulty about the dyeing.
2285. Referring to the franking system once more, the charge that is made to the department by the postmaster at Ottawa is for money that he pays for stamps on mail

matter sent to the United States, to England, or to foreign countries?—Yes, correspondence sent out of the country must be prepaid by postage stamps if prepaid at all; therefore the Ottawa post office has to affix postage stamps, otherwise the correspondence would be charged double rates on delivery.

2286. The item of contingencies in postage fees does not at all represent the cost?—It simply represents the cost to Canada of foreign postage. It has nothing whatever to do with domestic postage.

2287. Under the present system, there is no means of showing to the public what the post office business of any department is?—No.

MONTHLY RETURN of the Conduct and Service of the Clerks and other persons employed in the Printing and Supply Branch of the Post Office Department, during the month of September, 1891.

Name.	Rank or Class.	In what Duty Employed during the Month.	Whether absent from duty during the Month, and if so, for how long, and for what cause.	Statement by Supt. whether conduct has been good or otherwise—if there has been misconduct in any case, the nature of it is to be fully stated for the information of the Postmaster General.
J. O. Fortier.....	1st.....		Not absent.....	Conduct generally satisfactory.
W. D. O'Brien.....	2nd.....		do.....	
J. R. Greenfield.....	do.....		2 days, 1 sick and 1 special.....	
H. H. Gray.....	do.....		Temporarily employed in Postmaster General's Office.....	
R. Greenfield.....	3rd.....		2 days special.....	
D. H. Goulden.....	do.....		1 day do.....	
W. Ferguson.....	do.....		2 days annual.....	
J. Briggs.....	do.....		3 do.....	
M. J. Mahon.....	do.....		1 day special.....	
H. Bossé.....	Temporary		As per attendance book.....	
W. Cooch.....	Packer, &c.....		5 days annual.....	
M. Galvin.....	do.....		2 days— $\frac{1}{2}$ annual, $\frac{1}{2}$ special.....	
T. Hartnedy.....	do.....		1 day special.....	
G. Elbourne.....	do.....		1 $\frac{1}{2}$ day annual, $\frac{1}{2}$ day special.....	
J. Barrett.....	do.....		$\frac{1}{2}$ day special, 1 day annual.....	
J. H. Elliott.....	do.....		8 $\frac{1}{2}$ days annual.....	
J. B. Laurie.....	do.....		Not absent.....	
J. Bell.....	do.....		6 days annual.....	
W. H. Cheney.....	do.....		1 day special.....	
P. Kehoe.....	do.....		1 day— $\frac{1}{2}$ annual, $\frac{1}{2}$ special.....	
J. H. Lewis.....	do.....		1 day special.....	
J. L. Spence.....	do.....		1 do 2 $\frac{1}{2}$ weeks annual.....	
Jos. Marier.....	do.....		1 do 1 day, $\frac{1}{2}$ hour, annual.....	
T. J. Nolan.....	Temporary		1 day sick.....	
W. H. Pearce.....	Packer, &c.....		$\frac{1}{2}$ day special, 2 weeks annual.....	
L. Durocker.....	Temporary		Not absent.....	
E. T. Edwards.....	Packer, &c.....		1 day special.....	
L. Grant.....	do Temp- porary.....		Not absent.....	
A. Watson.....	do do.....		do.....	
N. Taylor.....	do do.....		1 hour special.....	
E. H. Morse.....	do do.....		Not absent.....	
M. Conway.....	do do.....		do.....	

NOTE.—Superintendent absent on annual leave to 21st September.

Date of Return, 8th October, 1891.

SIDNEY SMITH,
Superintendent.

Date of receipt by Deputy Postmaster General, 9th October, 1891.

MONTHLY RETURN of the Conduct and Service of the Clerks and other persons employed in the Savings Bank Branch of the Post Office Department, during the month of October, 1891.

Name.	Rank or Class.	In what Duty Employed during the Month.	Whether absent from duty during the Month, and if so, for how long, and for what cause.	Statement by Supt. whether conduct has been good or otherwise--if there has been misconduct in any case, the nature of it is to be fully stated for the information of the Postmaster General.
1. W. H. Harrington	1st Class.	When on duty has charge of ledger division of staff.	On special leave, granted by Order in Council, for 3 mos. 22 days annual leave.	Good.
2. J. R. Smith	2nd Class.	Correspondence forms relating to deceased cases, &c.	22 days annual leave.	
3. W. H. Eagleson	do	In charge of ledger division in Mr. Harrington's Branch.	Not absent.	
4. J. H. Fairweather	do	Assisting with general correspondence.	6 days, part annual leave.	
5. E. B. Bell	do	Registering and scheduling cheques issued.	12 days, sickness in family.	
6. W. H. Kreps	do	Registering and proving cheques delivered to depositors.	Not absent.	
7. A. K. Devine	do	Writing, examining and scheduling acknowledgements.	12 days, part annual leave.	
8. W. H. McCuaig	do	Examining deposits, withdrawals and depositors' books.	Not absent.	
9. J. W. Bollard	3rd Class.	Signing withdrawal cheques and proving deposits.	do	
10. P. B. Taylor	do	Examining and registering Postmaster General's daily accounts and registering deposits.	15 days ill, medical certificate.	
11. E. F. Taylor	do	Examining deposits, withdrawals and depositors' books.	Not absent.	
12. H. N. Chesley	do	Shorthand, typewriting and correspondence.	19 days, part annual leave.	
13. J. H. Scott	do	Preparing daily proof-sheets and distributing acknowledgements.	Not absent.	
14. E. F. Heming	do	Addressing and registering examined pass books.	16 days, part annual leave.	
15. E. F. Jarvis	do	Examining deposits, withdrawals and depositors' books.	Not absent.	
16. W. C. Stewart	do	Examining Postmaster's cash accounts, receipts, &c.	do	
17. A. F. Geddes	do	Examining deposits, withdrawals and depositor's books.	3 days, part annual leave.	
18. H. McGillivray	do	Registering and proving cheques delivered.	Not absent.	
19. A. W. Breadner	do	Registering correspondence and undelivered cheques.	do	
20. J. A. Jackson	do	Posting deposits and issuing withdrawals.	16 days, part annual leave.	
21. P. Regan	do	do do	21 days, annual leave	
22. W. J. Adams	do	do do	Not absent.	
23. G. A. Hunt	do	do do	3 days, part annual leave.	
24. J. R. Hooper	do	do do	12 days, sickness in his family.	
25. A. W. Campbell	do	do do	Not absent.	
26. J. F. Scribner	do	do do	do	
27. P. Kiernan	do	Writing, examining and scheduling deposits and acknowledgements.	do	
28. A. P. Campbell	do	Posting deposits and issuing withdrawals.	do	
29. M. Collins	do	do do	do	
30. P. Jamieson	do	do do	do	

MONTHLY RETURN of the Conduct of and Service of the Clerks and other persons employed in the Savings Bank Branch of the Post Office Department, during the month of October. 1891.

Name.	Rank or Class.	In what Duty Employed during the Month.	Whether absent from duty during the Month, and if so, for how long, and for what cause.	Statement by Supt. whether conduct has been good or otherwise; if there has been misconduct in any case, the nature of it is to be fully stated for the information of the Postmaster-General.	
31. A. E. Meighan	3rd Class.	Posting deposits and registering forms.	Not absent.....		
32. W. Balderson	do	Posting deposits and issuing withdrawals.	do		
33. P. J. Lally	do	do do	do		
34. S. Graham	Messenger	Sorting of mails, folding documents and general duties.	do		
35. W. J. Bell	Packer	Sorting of mails, special clerk of forms.	do		
<i>Persons employed Temporarily.</i>					
36. J. G. Poston	Copyist	Writing, examining and scheduling acknowledgements.	Not absent.....		
37. Mrs. R. Waddell	do and sorter	Sorting receipts, books, forms, &c., and writing acknowledgements.	do		
38. Mrs. A. Hinds	Copyist	Writing acknowledgements, &c., for withdrawing and registering examined books.	do		
39. Mrs. A. Stevens	do	Writing acknowledgements, &c., and preparing renewed books.	do		
40. Miss McArthur	do	Writing, examining and scheduling acknowledgements.	do		
41. L. C. Fraser	do	Registering forms, lists of cheques dispatched.	do		
42. F. Oliver	Packer	Folding acknowledgements, sorting mails, &c.	do		

NOTE.—See accompanying memo. to Postmaster General, suggesting the reduction of staff and transfer of certain clerks to other branches of the service.

Date of Return, 4th November, 1891.

D. MATHESON,
Superintendent.

Date of receipt by Deputy Postmaster General, 5th November, 1891.

MONTHLY RETURN of the conduct and service of the Clerks and other persons employed in the Money Order Branch of the Post Office Department during the month of October, 1891.

Name.	Rank or Class.	In what Duty Employed during the Month.	Whether absent from duty during the Month, and if so, for how long, and for what cause.	Statement by Supt. M. O. Branch whether conduct has been good or otherwise — if there has been misconduct in any case, the nature of it is to be fully stated for the information of the Postmaster General.
1. S. S. Thorne	1st.	Miscellaneous	15 holidays	Good.
2. J. F. Wall	2nd	Balancing ledgers by registers.	Not	
3. J. C. Bonner	3rd.	Checking cash and money order accounts and registering.	do	
4. A. W. Wall	do	do do	3 holidays	
5. J. H. Spencer	do	Outstanding and lapsed orders and registering.	Not	
6. F. H. F. Mercer	do	Ill nearly all month; doctors certificate.	3 holidays; 20 days ill.	
7. F. M. F. Jenkins	do	Checking cash and money order accounts and registering.	Not	
8. F. E. S. Grout	do	In charge British and Foreign money order business.	do	
9. W. R. Hanley	do	In charge United States and Australian money order business.	12 holidays	
10. W. T. Wilson	do	Supervision of registration clerks.	Not	
11. J. L. Olivier	do	Ill-health; leave by Order in Council.	Absent all month	
12. E. R. Learoyd	do	Error register and error notices	3 days ill	
13. G. H. Hayes	do	Opening, copying and dispatching correspondence duplicate orders.	½ day's leave	
14. S. Short	do	Checking cash and money order accounts and registering.	12 holidays	
15. F. O. O. Seguin	do	Assisting in United States money order business.	1 day's leave	
16. J. S. Hall	do	Domestic correspondence and indexing.	Not	
17. H. McGuire	do	Checking cash and money order accounts and registering.	do	
18. J. Buckley	do	do do	1 day's leave	
19. E. J. Cousineau	do	do do	3 holidays	
20. T. Ainsborough	do	Sorting paid orders and docketts.	Not	
21. A. M. Hicks, Miss	do	Assisting in registration duties.	do	
22. W. A. Jones	do	Checking cash and money order accounts and registering.	18 holidays; ½ day's leave.	
23. E. R. Brooks	do	Balancing ledgers by registers.	½ day's leave	
24. A. Landor, Miss.	do	Sorting paid orders and docketts	1 day ill.	
25. J. Pelton	do	Checking cash and money order accounts and registering.	1 day; family ill.	
26. C. A. Clark	Packer	Packing orders and filing Postmaster's accounts.	Not	
27. A. Wheatley	do	do do	½ day's leave	
<i>Persons employed Temporarily.</i>				
28. L. P. Charlebois	Clerk	Checking cash and money order accounts and registering.	Not	
29. A. Milne	Messenger	Messenger's duties and packing civil service orders.	3 days annual leave.	
30. J. Clarke	Clerk	Absent all month with exception 2 days.	25 days leave by P. M.G.	
31. G. A. Bell	do	Assisting in checking accounts and registering.	Not	
32. L. J. Wilson, Miss	do	Making off United States orders paid.	do	

MONTHLY RETURN of the conduct and service of the Clerks and other persons employed, in the Money Order Branch of the Post Office Department during the month of October, 1891.

Name.	Rank or Class.	In what Duty Employed during the Month.	Whether absent from duty during the Month, and if so, for how long, and for what cause.	Statement by Supt. M. O. Branch whether conduct has been good or otherwise — if there has been misconduct in any case, the nature of it is to be fully stated for the information of the Postmaster General.
33. E. W. Swinyard.	Clerk. . . .	Assisting in checking accounts and registering.	Not	} Good.
34. E. F. Macdonell.	do	Balancing ledgers by registers. . . .	do	
35. J. G. Hayes.	do	Checking cash and money order accounts and registering.	do	

(Sgd.)

G. F. EVERETT,
Superintendent.

Date of Return 6th November, 1891.

MONTHLY RETURN of the conduct and service of the Clerks and other persons employed in the Accountant's (Revenue) Branch of the Post Office Department during the month of October, 1891.

Name.	Rank or Class.	In what Duty Employed during the Month.	Whether absent from duty during the Month, and if so, for how long, and for what cause.	Statement by Accountant whether conduct has been good or otherwise - if there has been misconduct in any case, the nature of it is to be fully stated for the information of the Postmaster General.
Barrett, D. A.	2nd	Ledgers	12 days annual leave.	} Good.
Barrett, W. J.	1st.	In charge of revenue branch	6 do	
Beatty, J. C.	3rd.	Lists of cash deposited	1 day ill	
Benjamin, E. H.	2nd	Revenue balance 30th June, 1888, and lists cash deposited.	9 days annual leave.	
Blanchet, L.	do	Salary warrants	9 days ill	
Brophy, J. P.	do	Registration of Postmasters' and Inspectors' cheques.	12 days annual leave.	
Buell, Miss M. C.	3rd.	Salary warrants	1 day ill	
Champagne, N.	do	Ledgers	24 days annual leave.	
Conroy, J. M.	do	Commission to stamp vendors and postage paid in cash.	Not	
D'Auteuil, N. G.	2nd	Ledgers	½ day's leave	
Doucet, C. O.	3rd.	Salary warrants	Not	
Dunlevie, M. K.	2nd	do	do	
Ferguson, R. C.	3rd.	Ledgers	do	
Fortier, jun., J. G.	do	Correspondence, transfers, &c	do	
Gibson, Miss N.	do	Revenue non-accounting offices.	1 day ill	
Greaves, W.	2nd	Correspondence and Inspector's Reports.	Not	
Gray, Mrs. M. D.	3rd.	Revenue non-accounting offices.	3 days annual leave, ½ day ill.	
Howard, J. P.	do	Salary warrants	Not	
Johnstone, W. J.	1st.	General book-keeper.	25 days annual leave.	
Leahy, P. T.	3rd.	Requisitions for stamps, &c	1½ days ill	
McCarthy, D. F.	2nd	Ledgers	2 days leave, 1 day ill.	
McGrail, T.	do	Lists of each deposited	12 days annual leave.	
McLennan, A. H.	do	Re-payment to banks and credits.	Not	
Martin, J. C.	3rd.	Assisting general book-keeper	do	
Plunkett, G. L.	do	Acting Private Secretary to Minister Public Works.	do	
Pouliot, L. H.	2nd	Copying and despatching letters and error notices.	12 days annual leave.	
Robillard, B. E.	3rd.	Ledgers	6 days annual leave, 12 days ill.	
Rowan, W.	2nd	Assisting general book-keeper and transit postage.	1 day's leave	
Shaw, R. J.	do	Balancing and proving cash	½ day's leave	
Shaw, H. S.	3rd	Lists of cash deposited	9 days annual leave.	
Taylor, Miss E. H.	do	Salary warrants	Not	
Visser, T. E.	do	Checking cash in Postmasters' accounts.	do	
Webb, Vincent.	do	Ledgers	15 days annual leave.	
Cherry, W.	do	do	3 days annual leave, ½ day ill.	
<i>Persons employed Temporarily.</i>				
Bunelle, G.		Despatching letters, &c., and quarterly balancing.	Not	
Drummond, Miss M.		Salary warrants	4 days annual leave.	
Lyon, Miss M. C.		Salary warrant register.	3 days ill	
Simpson, Miss G.		Ill during whole of month.	Not	
Smith, B.		Messenger.	Not	

MONTHLY RETURN of the Conduct and Service of the Clerks and other persons employed in the Accountant's (Expenditure) Branch of the Post Office Department during the month of October 1891.

Name.	Rank or Class.	In what Duty Employed during the Month.	Whether absent from duty during the Month, and if so, for how long, and for what cause.	Statement by Accountant whether conduct has been good or otherwise—if there has been misconduct in any case, the nature of it is to be fully stated for the information of the Postmaster General.
G. C. Anderson	2nd Class.	In charge	1½ days leave	
F. B. Wood	do	Salary journal		
J. G. Fortier	3rd Class.	Bank books		
F. X. Lemieux	do	Compiling accounts		
T. M. Oliver	do	General work		
F. K. Rochester	do	Examining accounts	2 do do	
H. S. Campbell	do	Mail service registered		
C. R. Robertson	do	Cheques and miscellaneous journal	1½ do do	
W. J. Glover	do	Compiling accounts		
<i>Persons employed Temporarily.</i>				
Miss J. G. Bucke		Vouchers and statements		
H. S. Ferguson		Mail service journal		

W. H. SMITHSON,

Accountant.

Date of Return, 3rd November, 1891.

Date of Receipt by Deputy Postmaster General, 4th November, 1891.

MONTHLY RETURN of the Conduct and Service of the Clerks and other persons employed in the Dead Letter Branch of the Post Office Department during the month of October, 1891.

Name.	Rank or Class.	In what Duty Employed during the Month.	Whether absent from duty during the Month, and if so, for how long, and for what cause.	Statement by Superintendent whether conduct has been good or otherwise—if there has been misconduct in any case, the nature of it is to be fully stated for the information of the Postmaster General.
G. R. White.....	1st Class..	Checking registered books, returns books of daily work.	12 days annual leave	} Good.
G. J. Binks.....	2nd do ..	Charge of long room, checking registered books, &c.		
A. J. MacDermid... J. A. Macdonald....	3rd Class. do ..	Recording dead value letters.... Checking ordinary special letter returns.	12 do do	
W. J. Frechette ...	do ..	Checking dead letter returns (in charge.)		
G. Rance.....	do ..	Returning dead letters (in charge.)		
H. H. Morton.....	do ..	Checking dead letter returns.....	13 do do	
J. Carter.....	do ..	Opening dead letters (in charge)..	7 do do	
H. Knauf.....	do ..	Checking dead letter returns and registering German letters.		
W. C. Little.....	do ..	Preparing sheets for annual report, &c.	2 do leave..... 1 do sick.....	
G. A. Mailleux.....	do ..	Recording special ordinary parcels.	9 do annual leave	
T. Roy.....	do ..	Recording dead registered letters (cities, &c.) special value.	1 do withoutleave	
N. W. Curtis.....	do ..	Opening dead letters.....		
J. Prendergast ..	do ..	Returning dead letters.....	12 do annual leave	
A. Samuels.....	do ..	Opening and returning dead letters	1 do leave.....	
E. M. Walker.....	do ..	Recording dead registered letters (villages, &c.) special reg. letters		
T. J. D. Moffatt ...	do ..	Recording ordinary dead parcels..		
M. J. May.....	do ..	Checking dead letter returns.....		
E. Ballantine.....	do ..	Returning dead letters.....	9 do annual leave 1 do sick.....	
C. B. Graham.....	do ..	Preparing enquiries and charge of letter book.		
E. D. Jones ..	do ..	Examining and destroying returned dead letters.		
<i>Persons employed Temporarily.</i>				
S. A. Webber.....	Tempor'y.	Returning dead letters		} Good.
R. E. Spencer.....	do ..	Entering dead letter returns.....		
B. M. Corcoran.....	do ..	Correspondence clerk.....		
M. A. G. Clarke....	do ..	Returning dead letters.....		
A. Martin.....	do ..	Returning special letters and assisting Mr. Macdonald.		
A. Graham.....	do ..	Returning dead letters.....	late 2 days this month	
D. Conway.....	do ..	Returning dead letters		
J. Green.....	Messenger	Collecting mails, opening and disposing of contents of newspaper sacks, &c.	3 days annual leave, but fined 3 days..	

JOHN WALSH,
Superintendent.

Date of Return, Dead Letter Branch, Ottawa, 2nd November, 1891.

Date of Receipt by Deputy Postmaster General, 3rd November, 1891.

MONTHLY RETURN of the Conduct and Service of the Clerks and other persons employed in the Mail Contract Branch of the Post Office Department during the month of October, 1891.

Name.	Rank or Class.	In what Duty Employed during the Month.	Whether absent from duty during the Month, and if so, for how long, and for what cause.	Statement by the Superintendent whether the conduct has been good or otherwise, if there has been misconduct in any case, the nature of it is to be fully stated for the information of the Postmaster General.
A. Lindsay	Supt		23rd to 31st	
H. W. Griffin	2nd Class	Examining and registering Mail Contracts—checking railway mail clerks reports and pay-lists. Registering alterations in mail services.		
W. Smith	2nd do	General correspondence	1st to 22nd	
G. C. Wood	3rd do	Checking returns and time-tables	12th to 31st	Good.
H. Brenot	3rd do	French correspondence and correspondence connected with Inspector's Report, &c. Checking variation returns and railway accounts. Compiling statistic returns generally.	1st to 3rd and on 17th	
W. A. Code	3rd do	Keeping register of correspondence Endorsing and sending off tenders.	Not absent	
<i>Persons employed Temporarily.</i>				
H.H. McDonnell	Tempor'y	Copying and indexing	Not absent	
Miss Q. G. Hopkirk	do	Type-writer	21st to 24th	Good.

ARTHUR LINDSAY,
Superintendent, Mail Contract Branch.

Date of Return, 24th November, 1891.

Date of Receipt by Deputy Postmaster General, 25th November, 1891.

MONTHLY RETURN of the Conduct and Service of the Clerks and other persons employed in the Secretary's Office Branch of the Post Office Department during the month of October, 1891.

Name.	Rank or Class.	In what Duty Employed during the Month.	Whether absent from duty during the Month, and if so, for how long, and for what cause.	Statement by the Secretary whether conduct has been good or otherwise—if there has been misconduct in any case, the nature of it is to be fully stated for the information of the Postmaster General.	
<i>Correspondence and Establishment.</i>					
C. Falconer	1st Class	In charge of principal correspondence.	15th to 22nd on duty.	Conduct of the whole staff good.	
A. W. Throop	do	In charge of miss. letters, records and car. br. of correspondence.	2dn, 3rd, 16th to 31st on leave.		
G. H. Hargrave	do	Establishment of new post offices.	1st to 11th, ill; 12th to 27th on leave.		
J. H. O'Leary	2nd Class	Endorsing general letters and assists in correspondence.	Not absent.		
E. P. Stanton	do	Shorthand writer to Deputy Postmaster General.	1st to 6th on leave.		
C. Pope	do	Appointments to vacant postmasterships.	21st to 31st on leave.		
F. G. Moon	do	Registry of P. O. letters reports of amounts in correspondence.	1st to 3rd on leave.		
J. H. Brown	do	Appointments to staff of the Dept.	Not absent		
B. M. Northrop	do	In charge of bonds and enumeration returns.	do		
A. Lampman	3rd Class	Correspondence	31st on leave.		
E. Bunel	do	Assisting Mr. Brown	16th to 21st on leave.		
K. Merrick, Miss	do	In charge of vacancy papers pending new appointments, correspondence connected herewith.	14th on leave.		
L. Robinson, Miss	do	Copying enumeration returns.	1st to 4th on leave.		
J. Seymour, Miss	do	Copying and endorsing.	Not absent		
F. C. Anderson	do	Assisting Mr. Throop	5th to 10th on leave.		
K. T. Waddell, Miss	do	Register of general letters and assists in correspondence.	Not absent		
H. S. Stewart, Miss	do	Assists Mr. Brown.	27th ill.		
W. J. Beatty	do	Assisting with missing letter enquiries.	Not absent		
E. Taché, Miss	do	Copying, endorsing, assisting Mr. Throop.	1st to 27th on leave.		
M. T. Duhanel, Miss	do	Press copying and despatch of correspondence.	2nd ill.		
E. Holmes, Miss	do	Postmasters' bonds	Not absent		
M. Bennet	Messenger	Chief messenger.			
T. Dodd	do	Messenger.			
D. Courtney	do	do			
S. Greenfield	Packer	In charge of store room.			
<i>Persons employed Temporarily.</i>					
B. M. Munro, Miss	Tp. Clerk	Assists Mr. Brown—enters letter carriers delivery returns.	Not absent		
L. Merrick, Miss	do	Enumeration returns.	do		
D. Courtney	Tp. Mess.	Messenger.			
T. Chandler	do	do			
<i>Stamp Branch.</i>					
J. Plunkett	1st Class	Superintending all the work of the Stamp Branch.	12th to 13th on leave		

MONTHLY RETURN of the Conduct and Service of the Clerks and other persons employed in the Secretary's Office Branch of the Post Office Department during the month of October, 1891.

Name.	Rank or Class.	In what Duty Employed during the Month.	Whether absent from duty during the Month, and if so, for how long, and for what cause.	Statement by the Secretary whether conduct has been good or otherwise—if there has been misconduct in any case, the nature of it is to be fully stated for the information of the Postmaster General.
<i>Stamp Branch—Continued.</i>				
H. G. Dunlevie.....	2nd Class.	Assists in general work ...	Not absent	} Conduct of the whole staff good.
C. J. Higgins.....	do	Stamp licenses.....	do	
E. Daubney.....	do	Compilation of stamps issued and ordinary correspondence.	13th on leave	
E. A. D. Jones.....	3rd Class.	Miscellaneous	1st to 14th on leave..	
D. A. C. McDonald..	do	Keeping register of stamps issued (3rd and 4th Div.)	Not absent	
E. L. Taylor.....	do	Keeping register of stamps issued (5th and 6th Div.)	26th to 31st on leave.	
W. Alford	do	Keeping register of stamps issued (1st Div.)	Not absent	
G. H. Parish.....	do	Keeping register of stamps issued (2nd Div.)	do	
P. D. Bentley	do	Keeping register of stamps issued (7th Div.)	do	
M. J. Flinn.....	do	Keeping register of stamps issued (3rd to 4th Div.)	16th to 24th ill	
T. A. Caffaratti.....	Packer...	Packing.....	.....
J. Bradley.....	do	do .....	.....
W. H. Pearce.....	do	do .....	.....
<i>Persons employed Temporarily.</i>				
G. T. Sagala.....	Tp.Packer	Packing.....	.....

W. D. LESUEUR, *Secretary.*

Date of Return Post Office Department, 3rd November, 1891.

EXHIBIT No. 9.

SAVINGS BANK BRANCH, 4th November, 1891.

Memo. for the Postmaster General.

In submitting the conduct return of the savings bank branch for the month of October, the undersigned respectfully desires to state, that the continued reduction of the business of the bank makes it necessary for him to suggest that a corresponding reduction in the staff be made. Two years ago the numerical strength of the office was 40, now it is 43, notwithstanding a general decrease in its business of over 7 per cent.

In October, 1889, the fractional rate— $3\frac{1}{2}$ instead of 4—of interest was introduced, and in view of the then office accommodations and the extra labour which that change would necessarily involve, three additional junior clerks were brought in, practically making the staff up to its present number. Since that date, however, two changes have taken place within the office itself, causing a decrease of work—one the transfer of the issuing of Savings Bank forms to postmasters to the printing and supply branch of the department, the other, the plan—suggested by the Auditor General and adopted by the Treasury Board—of making all repayments to depositors by cheques on the Bank of Montreal. The latter had the effect of removing the work connected with the treatment of paid cheques from the Savings Bank to the Bank of Montreal and the Audit Office.

There seem to be no indications of any immediate increase in the business of the bank, such as would justify any longer the retention of so many clerks on the staff, and I have therefore to request that the following gentlemen who were transferred to this office be returned to the respective branches from which they originally came, or placed in other divisions of the service, where they can be profitably employed—Mr. Albert E. Heming, Mr. P. Kiernan, and Mr. A. F. Devine.

D. MATHESON,
Superintendent.

EXHIBIT No 10.

DUTY LIST.

PRINTING AND SUPPLY BRANCH,
POST OFFICE DEPARTMENT.

Accompanying monthly conduct return, September, 1891.

J. O. Fortier, 1st class clerk.—Prepares requisitions to Printing Bureau and Stationery Offices for printing, stationery and publications, and in charge of records of the same. Assumes supervision of the branch in superintendent's absence.

W. D. O'Brien, 2nd class clerk.—Proof-reading, keeps stock ledgers of money order and savings bank stores, and prepares requisitions for the same.

J. R. Greenfield, 2nd class clerk.—Supervises division of letter carriers' uniforms, mail bags, scales and weights, &c., does correspondence and checks accounts relating thereto.

H. H. Gray, 2nd class clerk.—Temporarily employed in the Postmaster-General's office.

R. Greenfield, 3rd class clerk.—Supervises general distribution room, and issue of stores to outside service generally, correspondence, &c., connected therewith.

D. H. Goulden, 3rd class clerk.—Keeps daily register of issues to provinces, and assists in proof-reading.

W. Ferguson, 3rd class clerk.—Keeps stock register of departmental, post office inspectors', and postmaster's stores—supervises issue of departmental stores.

J. Briggs, 3rd class clerk.—Corresponding clerk, shorthand, typewriter—checks all accounts for printing, stationery and publications.

M. J. Mahon, 3rd class clerk.—Issues savings bank stores and equipments for new non-accounting offices—charge of general distribution room in absence of R. Greenfield.

W. Cooch, packer.—Duties of messenger—attends to telephone calls from Printing Bureau and Stationery Office.

M. Galvin, packer.—Issues stores to country offices in New Brunswick, Nova Scotia, Prince Edward Island and British Columbia.

T. Hartnedy, packer.—Duty of packing stores generally.

G. Elbourne, packer.—Issues money orders stores and equipments to Accounting Offices.

J. Barrett, packer.—Issues stores for offices in Ontario, and checks addressed envelopes for departmental orders, circulars, &c.

J. H. Elliott, packer—Receives, checks, examines and issues new and repaired mail bags for post office inspectors and postmasters.

J. B. Laurie, packer,—Addresses envelopes for departmental orders, circulars, &c., and engaged in duty of packing stores generally.

T. Bell, packer.—Addresses envelopes for departmental orders, circulars, &c., and engaged in duty of packing stores generally.

W. H. Cheney, packer.—Receives and checks all stores from Printing Bureau and Stationery Office, and issues receipts therefor—also money order books from Burland Lithographing Co., Montreal.

P. Kehoe, packer.—Issues stores to post office inspectors, city postmasters, and banks—sends out receipts therefor.

J. H. Lewis, packer.—Assists J. R. Greenfield in connection with carriers' uniforms, mail bags, scales and weights, etc., keeps stock books and record of issues to inspectors and postmasters—assumes charge in J. R. Greenfield's absence.

J. L. Spence, packer.—Keeps daily and monthly register of books of issues, and issues date stamping type to country post offices.

Jos. Marier, packer.—Issues stores to country post offices in Quebec and a portion of Ontario.

T. J. Nolan, temporary packer.—Checks receipts for mail bags for repair, and packs supplies and carriers' uniforms.

W. H. Pearce, packer.—Examines money order books received, and engaged in packing stores.

L. Durocher, temporary packer.—Keeps daily register of stores and mails going to Ottawa post office, and files away requisitions when completed.

E. T. Edwards, packer.—Packs stores for post office inspectors and city postmasters.

P. Grant, temporary packer.—Assists in receipts of, and in checking, examining and issuing mail bags.

W. Watson, temporary packer.—Assists in messenger's duties and delivering departmental stores, keeps a record of articles of printing and stationery issued.

N. Taylor, temporary.—Engaged in packing stores generally.

E. H. Morse, temporary packer.—Packing and assisting generally,

M. Conway, temporary packer.—Engaged in checking returns of receipts for carriers' uniforms, mail bags, scales and weights, &c., and in packing supplies. Transferred from Dead Letter Branch, 5th October, 1891.

N. Mitchell, temporary 3rd class clerk.—Writing out and booking receipts for stores issued to accounting offices, and checking off return of receipts for same.

SIDNEY SMITH,

Superintendent.

12th October, 1891.

EXHIBIT No. 11.

A.

NUMBER AND COST of Permanent Staff for year ending 30th June, 1891. *Vide* Estimates.

Total number of permanent employees.....	204
Total cost do do	\$191,210 00
TOTAL COST of Extra Service—Temporary Employees.	
For year ending 30th June, 1891, about.....	\$16,000 00

B.

PRESENT Staff of the Inside Service of the Post Office Department on the 30th December, 1891.

PERMANENTLY EMPLOYED.

	Deputy Head.	Chief Clerks.	1st Class Clerks.	2nd Class Clerks.	3rd Class Clerks.	Messengers.	Packers.	Total.
Deputy Head.....	1							1
Secretary's Branch.....		1	5	9	19	3	3	40
Accountant's Branch (Revenue.....)		1	2	15	18	1		37
Accountant's Branch (Expenditure.....)				2	7			9
Money Order Branch.....		1	1	1	24		2	29
Savings Bank Branch.....		1	1	7	24	1	1	35
Printing and Supply Branch.....		1	1	3	5	1	14	25
Dead Letter Branch.....		1	1	1	19			22
Mail Contract Branch.....		1		2	3			6
Totals.....	1	7	11	40	119	6	20	204

TEMPORARILY EMPLOYED.

	Clerks.	Copyists.	Messengers.	Packers.	Total.
Secretary's Branch Revenue	1	1	2	1	5
Secretary's Branch Expenditure	4		1		5
Accountant's Branch Revenue	2				2
Accountant's Branch Expenditure	4	2	1		7
Money Order Branch.....	2	3		1	6
Savings Bank Branch.....	1		1	7	9
Printing and Supply Branch.....	4	3	1		8
Dead Letter Branch.....	2				2
Mail Contract Branch.....					
Totals	20	9	6	9	44

RECAPITULATION.

	Permanently Employed.	Temporarily Employed.	Total.
Deputy Head.....	1		1
Secretary's Branch.....	40	5	45
Accountant's Branch (Revenue.....)	37	5	42
Accountant's Branch (Expenditure.....)	9	2	11
Money Order Branch.....	29	7	36
Savings Bank Branch.....	35	6	41
Printing and Supply Branch.....	25	9	34
Dead Letter Branch.....	22	8	30
Mail Contract Branch.....	6	2	8
Totals.....	204	44	248

C.

POST OFFICE DEPARTMENT, CANADA,
OTTAWA, 4th January, 1892.

Inside Service.

Number and cost of permanent staff for year ending 30th June, 1882.

Total number of permanent employees	112
Total cost (vide Auditor General's report, 1882).....	\$104,647 02
Total cost of extra services—Temporary employés for 1882.	10,620 20

Mr. JAMES JOHNSON, Commissioner of Customs, was examined.

I have been Commissioner of Customs since 1st January, 1875. I have been connected with the Customs Department of Canada since 1867, and before Confederation, was accountant of construction of the European and North American Railway built by the Government in the Province of New Brunswick where I was afterwards chief clerk in the Audit Office and Auditor General of New Brunswick.

I have taken communication of the questions sent out by the Commission and have prepared answers to the same.

2288. Give the number and cost of the permanent staff at Ottawa, of the department of which you are deputy, in 1882, and 1891, respectively. Also number and cost of extra clerks or other officials in all its branches, whether paid out of Civil Government funds or otherwise, in 1882, and also in 1891?—In answer to this question I submit the following statements :

CUSTOMS DEPARTMENT.

Permanent Staff.

Number.	Fiscal Year.	Salaries.
28	1881-82	\$31,856 97
31	1890-91	36,169 71

Extra clerks.

None	1881-82 .....	.....
2	1890-91	\$429 00

Extra Messengers.

None	1881-82 .....	.....
1	1890-91	\$184 00

These extras were only employed for short periods.

STATEMENT of persons employed in the department and paid from outside appropriations.

Number.	Fiscal Year.	Salaries.
3	1881-82	\$3,600 00
4	1890-91	3,974 13

This amount includes salary of \$800 paid to Commissioner as chairman of Board of Customs, and \$400 to Assistant Commissioner as comptroller of Chinese Immigration.

2289. How should the Board of Civil Service Examiners be constituted, and what should be their powers?—I could suggest no better constitution for a Board of Civil Service Examiners than that now in force, unless the whole system of appointments should be changed, and under the several following questions I will endeavour to indicate such changes as in my judgment, are desirable, and owing to my strong impression on this subject, I cannot help trenching upon ground which may lay me open to the charge of presumption, and if so, the Royal Commission can, of course, rule my suggestions out of

order. With the greatest respect for the members of the House of Commons, I cannot but say that the recognition of the right of patronage claimed and exercised by them is detrimental in a high degree to the efficiency of the Civil Service, and constitutes the basis of a very large portion of the difficulties experienced by the Government in the appointing and governing of the same. I may say here that many members of Parliament to whom I have expressed these views, have generally coincided therein, and in some instances they have expressed a strong desire that they might be relieved of its exercise, which they felt to be a burden rather than a privilege. If this change could be effected I would suggest that the Board be discontinued and that another plan be adopted.

2290. Should all appointments be the result of competitive examinations? What, if any, appointments should be made without examination? Should there be an age limit in the case of all appointments; and state what, in your opinion, the maximum and minimum ages should be?—I do not think competitive examinations practicable, but I think no appointments should be made without examination. Such examination, however, should be required only at the time when an appointment is necessary, and in such cases the department in which the vacancy occurs, should call upon some competent person, an official thereof if possible, whose location is as near as possible to the residence of the applicant, and the subjects for such examination should be furnished by the Minister or Chief Officer of the department, the answers to be given in a similar way to that required by the present board to be always in writing and submitted to the Minister or chief officer for valuation. There certainly should be “an age limit in the case of all appointments,” and I think the present limit is not open to serious objection.

2291. Should deputies be appointed during pleasure or during good behaviour? Should their responsibilities and powers be extended, and if so, in what direction?—I think deputies should be appointed during good behaviour, and their powers and responsibilities should be clearly defined. I do not say *extended*, because at present it is not possible to understand what their responsibilities or powers are, except to a very limited extent, and differing in different departments. In several departments, as for instance in the Customs, the deputy holds two official positions. He is first named “Commissioner of Customs” and as such there are certain duties assigned to him by the Customs Act; but as deputy there is no other definition than that he “is to perform such duties as may be assigned him by the Minister or the Governor in Council,” and deputies generally are under the latter rule. I think perhaps the term “deputy” is not altogether the best title that could be applied to a permanent officer at the head of a department; but, if retained, and whether retained or not, such officer should be vested with well defined powers and responsibilities, for the right exercise of which he should be, as now, accountable directly to the Minister of his department.

2292. Should there be any third class clerks at all? If so, what should be their limitation as to salary? Is the present maximum—\$1,000—too high? Should there be an intermediate class, ranking lower than second and higher than a third?—The classification of clerks as third, second, and first class, is, in my opinion, a very faulty arrangement, and coupled with the limitation as to salary and the annual increment of \$50, has the effect of causing the anomaly of several men performing the same duties at very different salaries. It is not uncommon to find a third class clerk with \$500 salary doing the same work, and often quite as efficiently that a first class clerk is doing at more than double his pay. There are many other evils inseparable from the system. I am of opinion that there should be a minimum and maximum salary for all clerks, and authority giving the appointing power to apportion the amount according to the nature of the duties and the capacity and character of the appointee, &c.

2293. In adding for optional subjects, should there not be some understanding that the optional subjects were necessary in the duties of the office to which the appointment is made?—I think not. We have some who have passed optional subjects in our department, but they have not been appointed on that ground.

2294. Is it desirable to have an annual fixed date at which all increases of salary should take effect?—It would be very much more convenient.

2295. And a proper adjustment made at the beginning, of the amount coming to any one?—Certainly.

2296. How and by whom is the selection made from the list of qualified candidates in your department?—By the Minister.

2297. Did you ever report against an official during the term of probation, and was another trial allowed, as provided in section 36, subsection 2?—No.

2298. What is the practice in your department in regard to the appointment of persons having professional or technical qualifications, and have you ever had an examination held in any such case?—No.

2299. Is it desirable to have promotion examinations, or if not, what would you recommend to be substituted?—I think it is desirable to have the examinations for promotion, but I could not say very well in what form it would be best.

2300. Have promotions in your department been made only when vacancies were to be filled, or has it happened that an officer has, while continuing in effect to perform the same duties, been promoted to a higher class?—That is the effect of the system; they remain performing the same duties, there is no such thing as change of duty, in such promotions.

2301. Do you change their class?—Yes, they are promoted from the third to the second class, on the ground of length of service.

2302. Have you a theoretical organization to see how many chief clerks and how many of the first and second class you should have?—Yes, the theoretical organization has never been exceeded; but men have been promoted who have remained at the same duties as they were performing previously, except in the case of chief clerk. We have had no promotions to chief clerkship for a good many years.

2303. Men, when they get to the top of one class, go into another?—Yes, and they had no higher duties to perform afterwards. We have third class clerks at \$500 salary, and sometimes less, performing precisely the same duties as they will perform under our system when they get up to \$1,200 in the second class.

2304. Is it desirable to make to the Civil Service Board a yearly estimate of the vacancies likely to occur during the year?—I do not think it is worth while to continue that section. It is impracticable to act upon, as vacancies generally cannot be foreseen.

2305. If promotion examinations are deemed desirable, should the officer earning the higher number of marks be the successful candidate, or should the promotions be made on the report of the head of the department, based on the recommendation of the deputy head?—Such examinations are useful and desirable, and should be acted upon as indicated in the question.

2306. Should not promotions be made by Order in Council?—Yes.

2306½. Did the head of the department ever reject any man who has been promoted?—I do not think so.

2307. Has any officer in your department after being promoted turned out to be incapable, and was the attention of the head of the department called to the case, and was such promotion cancelled?—I think not.

2308. Have you at any time by your certificate in the promotion examinations, enabled a candidate to pass whom you deemed unfit?—No.

2309. Did you ever, in respect to the efficiency marks, give a less per centage than 30 per cent in the case of any candidate in your department seeking promotion?—Yes, in several cases.

2310. Should not exchanges of positions be made on the report of deputy heads, of the departments concerned?—Yes.

2311. Are exchanges ever made for the convenience of officers and not for the benefit of the departments concerned?—I think not. I cannot positively say whether such a case has happened.

2312. Should the temporary clerk or writer class be extended, or limited or abolished?—I have been unable to form any opinion about that. My impression is that it should not be abolished. There are circumstances under which it is very convenient, but it is so hampered now with the rules about selecting from the list of examined candidates, and one thing and another, that we have great difficulty of availing ourselves of it. I think the employment of temporary clerks should be left open to the Minister of the department upon which to exercise his judgment on report of the deputy.

2313. Have you given any thought as to the desirability of having a junior division or boy copyist class?—I do not think it would be useful. I would not favour that in our department.

2314. Do you recommend the creation of such a class?—No.

2315. State generally your views as to the expediency of having a high grade permanent staff and lower grade writer and boy copyist classes?—I can only speak for the Department of Customs in which there is no room for the employment of "a boy copyist class". All employees therein should be high grade and permanent.

2316. Under the present system, under what manner do you ascertain the necessity of employment of extra clerks?—The employment of extra clerks in the Customs department is a very rare occurrence, and the deputy ascertains the necessity for the employment of such clerks by the report of the chief clerk in the branch concerned.

2317. Do you invariably select from the list of passed candidates; if not, are enquiries made as to the fitness of persons who are on such lists?—I know of only one case in which an extra clerk was selected outside the list of passed candidates, and in that case a superior man was required and could not be found available without too much delay, the case was provided for by an Order in Council, and a special grant was placed in the estimates for his pay.

2318. Have you any women clerks employed in your department? Are they generally efficient, and are there any branches in your department in which women clerks could be exclusively employed. There are four women clerks in the Customs Department, and they are among the most efficient and faithful of the staff. The laboratory, or sugar and wine testing room, is a branch in which women could be exclusively employed, it only requires two at present.

2319. Should there be a general provision for equal leave of absence, or should not length of service, nature of appointment and responsibility of office be factors in considering the extent of leave to be given?—Leave of absence should be as it is now by law, but with power vested in the Minister or Governor in Council to extend and add conditions in special cases.

2320. Should not leave of absence be compulsory?—Compulsory leave should only be necessary where it is required to check the work of the clerks for discovery of fraud. I do not think it is required in this department.

2321. Should there be a limit, and if so, what in the case of leave on account of sickness?—A limit might be useful but should be under very guarded conditions.

2322. Has the business of your department suffered, and to what extent, through the granting of leave of absence to officers on account of sickness or otherwise?—I could not very well answer the question, as special leave of absence has been generally granted by the Minister for causes unknown to the deputy and any inconvenience in the department may be compensated by other services.

2323. Should there be a system of fines for small offences?—Fines for small offences might be useful in many cases if enforced. The trouble with all penal systems in the working of our departments is the enforcing of them, and if enforced for a time such enforcement will often have to be abandoned. I have spoken pretty strongly on this subject to members of the House of Commons having the patronage, and I find in connection with our staff, as well as in many other things, it becomes impossible to carry out the rules and regulations in many cases.

2324. Is it advisable to reinstate an official who has resigned his appointment without the recommendation of the deputy head?—I think not.

2325. Should any test of competency to perform the required duties be shown, and is it necessary to appoint at the same salary?—I think the deputy would know in such a case whether the party was competent, and the salary should be fixed *de novo*.

2326. Do you strictly observe the law regarding the attendance book? Do all your officers sign the book? How do you deal with those who are late in attendance?—Recently I have commenced to require a very strict observance of the law regarding the attendance book, and it is now more correctly kept than formerly. Those late in attendance are noted in the margin and require to account for laxity. Such cases are generally justifiable.

2327. Have you any suggestion to offer as to the Civil Service Act in general, or as to your own department in particular in connection therewith?—Many of my suggestions in answer to other questions would require changes in the Act if adopted.

2328. Have any difficulties arisen in the conduct of the business of your department arising out of the provisions of the Civil Service Act?—Difficulties have arisen but none of a serious nature coming under the notice of the deputy. The administration of the Act is not in the hands of the deputy to any great extent.

2329. Have any changes in the character and extent of the services required in your department, occurred since the passage of the Civil Service Act, and as a consequence have the duties in your department, or any branch or any office of your department, been varied?—I do not think the Act and the changes therein have been attended with any of the consequences named to any appreciable extent.

2330. Have any persons found their way into the service of your department who, either from defects existing at the time of their appointment, or from advanced age, or from bad habits, are ineligible for retention in the service?—None from advanced age that I know of. There have always been a number, more or less, who acquired the bad habit of excess in the use of spirituous liquors, but it is hard to say that they "are ineligible for retention in the service," as there is always the hope of reform. There is a great and favourable change in this respect since the date of Confederation.

2331. Are the number of persons employed in your department out of proportion to the increase of work?—Not too many.

2332. Has the work of your department increased beyond the capacity of the permanent staff, and if so has it led to the employment for lengthened periods of temporary clerks and has the rate of remuneration of these temporary clerks been increased from time to time?—No. I say no, but I suppose that ought to be modified to some extent, because the staff of the department should be increased in order to make it more efficient.

2333. You think you should have a stronger a staff than at present?—A stronger staff and more work done, and we should have a more thorough audit of the customs receipts and the working of the force. For instance, we now get only one copy of every entry made at the ports and an examination of these takes place, or is supposed to take place. But in order to make the examination thorough we should have all the invoices, we should have the ship's manifest and we should have a sufficient staff to thoroughly examine the whole from the inception of the transaction to its close.

2334. You do not think your staff is sufficient thoroughly to inspect the receipts from revenue?—No.

2335. Or compile the statistics?—We could not compile the statistics any further than we do now. The compilation now is merely an aggregation of the statements furnished by the port. In case of the extension I speak of, the whole aggregation would be made in the department from the original documents, and not from statements furnished that are made up at the ports. But it is a very serious question, and one that has often been debated, whether that should be carried out. If we carried it out we would be required to treble our present staff in Ottawa, but it would leave room for a large decrease in the respective ports.

2336. In fact the work of compilation is done at Montreal and those other ports instead of in the department?—Yes, I do not think that ultimately it would involve an increase of expenditure.

2337. But it would give you a great deal better grasp and control of the work?—Yes.

2338. Is it desirable for officials to sign the attendance book when leaving the department for any purpose?—I attach little importance to the attendance book for the Customs Department and do not think requiring the clerks to sign it on leaving, could be carried out efficiently. It may have a better effect in some other departments.

2339. In your department are the office hours, 9.30 a.m. to 4 p.m. sufficiently long, or could they be extended in your department with advantage.—I am strongly of the opinion that the office hours from 9.30 a.m. to 4 p.m., are sufficiently long. In this

department most of the clerks cheerfully work after hours when necessary and without extra pay.

2340. Have any abuses prevailed in your department as to the length of the working hours?—I do not know of any abuse prevailing as to the length of working hours.

2341. Is it desirable that the officials should leave the department for luncheon?—No, but every effort to prevent it heretofore has failed, because of so many exceptions being allowed, and such exceptions are inevitable. I may say that on two or three different occasions I endeavoured to enforce the rule and for a few days kept the men in steadily. And then some one who is high up in the department would come in and say "It is impossible for me to refrain going home to luncheon. The doctor says it is absolutely necessary for my health." He brings in a medical certificate to that effect and I say "Well, I have no authority in the matter; I cannot give you leave." Notwithstanding which, by representations to the Minister he gets leave, and in a few days afterwards one half the staff are on the sick list, after producing similar medical certificates that it is absolutely necessary for them to go home for lunch. If one higher in office, if a chief clerk, for instance, is permitted on that account to break the rules it is hardly possible to deny the privilege to a junior clerk. That has been my experience from beginning to end.

2342. Do all your officers leave for luncheon at the same time; if that is the practice is an arrangement made whereby the business of the department does not suffer through their absence? What length of time is given for luncheon?—The clerks and officers of my department do not leave for luncheon at the same time, and the business of the department does not suffer through their absence. It is an unwritten rule that the time spent shall not exceed one hour.

2343. Do you take care to ascertain that the length of service recorded in the Civil Service list is correct in the case of the officials attached to your department, and that in a case of those officials who come under the provisions of the Superannuation Act such service is only entered as would be counted for superannuation?—The date of entry into the service and all changes or discontinuances of service in every case is carefully recorded in the establishment book, and services entitling the employee to superannuation are taken from the record.

2344. In your department are the officials generally aware of the Treasury Board Minute of the 28th of January, 1879, respecting the use of political influence; is its spirit generally observed; and in case of infraction, has the attention of the head of the department been called thereto?—The officials in the department are aware of the Treasury Board Minute of the 28th of January, 1879, respecting the use of political influence, but such influence if used, comes first under the notice of the head of the department, so that he is never ignorant of it. I cannot see how the violation of the order can be prevented, so long as the patronage remains with members of Parliament.

2345. Is it desirable that a fixed daily allowance should be given for travelling expenses, or would it, in your opinion, be preferable to reimburse the actual outlay incurred?—I think a fixed daily allowance for travelling expenses would be the most economical, provided it could be so guarded as to prevent charges for time not necessary to the public business, but the facilities for excessive charges are about equal under every system.

2346. Do you make in your department the same allowance for travelling expenses to all classes of officials and for all services, or do you discriminate and to what extent?—The same allowances are made in this department for all classes of officials, viz.:—\$3.50 per diem and actual moving expenses.

2347. In your opinion is a Superannuation Act necessary in the interest of the public service?—If you deem it necessary, do you consider it advisable to restrict the operations to certain classes of officials having distinctive duties or otherwise? What changes, if any, would you propose as regards the officials of your department?—I think the Superannuation Act or an Act equivalent thereto, is necessary in the interest of the public service, and I do not think it advisable to restrict its operations beyond those now in force, with exceptions which will appear in answers to other questions.

2348. Do you consider the ten years sufficient, or would you increase the number of years to be served, before an annuity be granted?—As to the ten year term I have no very definite opinion, but incline to raising it to fifteen.

2349. Do you consider as a rule the age of sixty years a proper age for retirement?—I think sixty years the most proper term, or least objectionable.

2350. Would you deem it advisable to have all officials retired at a certain age, and what would be your view as to that age?—I do not think compulsory retirement should be a rule, at any age—Men are often more efficient after sixty years than they were at an earlier age.

2351. Would you grant the option of retirement to any official who wishes to retire from the service, and at what age should this option be fixed?—I would give the option of retirement to any official at the age of sixty provided he had served efficiently for thirty-five years.

2352. Should any term, in your opinion, be added to the actual term of service of any official to be superannuated, however he may have been appointed? If a term be added do you consider it advisable to regulate such additions by confining it to certain officers designated, and by requiring a certain length of service before such addition can be made?—I think the addition of ten years to the actual term of service should be confined to persons entering the service at the age of thirty-five years or over, and who have paid the superannuation tax for ten years or over. Others might be left to the discretionary option of the Governor General in Council.

2353. In your department has the additional term or portion of additional term been granted solely to officials appointed to high offices for technical qualifications, to officials whose office has either been abolished or who have been retired for reasons of economy; or has the additional term been granted in any case to officials who entered the service after the age of thirty years, and who never did anything but clerical work?—The practice in this department has been different at different periods as to the addition of ten years, the tendency being to restrict its application more and more, but I cannot say that it has always been confined solely to officials appointed to high offices for technical qualifications. I think there have been a few cases, long since, in which the addition has been allowed to persons who never did any thing but clerical work.

2354. Do you consider it proper that abatement for superannuation purposes be deducted from the salaries? If so, do you consider the present percentage sufficient, or do you consider that it would be desirable in the interest of the public service to increase the percentage in order to provide (a) that, if no superannuation takes place through death or any other cause, the official, or his representatives, should be reimbursed for the abatements deducted from the salary; or (b) that the officials who are superannuated might have the alternative of accepting a commutation in lieu of superannuation to the extent of the abatements paid by them?—I think that abatement for superannuation purposes should be deducted from the salaries as at present. I consider the present percentage sufficient, and I do not think the amount paid should be reimbursed under any circumstances. I think an equitable system of commutation in lieu of superannuation would be useful and economical when desired by the retiring officer.

2355. Would it be desirable to have a system of insurance in connection with superannuation?—It is my opinion that a system of life insurance could be beneficially adopted which would be in the interest of the public service, and also of the officials of the Government. Such a system might be based upon the table of the actuaries of life insurance companies, and at half rates, in view of the fact that the whole work could be performed within the Civil Service without materially increasing the expenditure. The insurance should be compulsory upon all persons entering the service after the passing of the Act, and those then in the service might have the option of transferring their claims upon the Superannuation Act to the new system, upon equitable terms. The latter Act would thus expire in course of time. I also think the officials might have the option of insuring members of their respective families under proper conditions. Such an Act might be constructed as to promote the efficiency and correct moral conduct of the staff.

2356. In case of dismissal or resignation, in your opinion should the abatement deducted from salaries for superannuation purposes be refunded?—No.

2357. In your department has it ever been recommended that a diminution of the allowance should be made on account of the service of an official having been considered unsatisfactory?—Yes.

2358. Do you deem it advisable to allow any extra term of service to any officer removed to promote efficiency or economy, or for any reason at all?—I think the Governor General in Council should be allowed discretion in such cases.

2359. When once a superannuation is effected, do you consider it desirable to retain the power to call back to the service the person superannuated, and at what age would you place the limit?—I am of opinion that the present rule is sufficient for all practical purposes.

2360. Is your department divided into branches; give particulars, including the name of the person in charge of each branch, the number of officials in the same, grading them, and describing generally how the duties are allotted in each branch? What is the method employed in your department for the collection and deposit of public money?—I produce the following statement in answer to this question.

Statement of Employees of the Customs Department.

J. Johnson, Commissioner of Customs.

W. G. Parmelee, Assistant Commissioner of Customs.

E. L. Sanders, Private Secretary.

Miss J. B. Christie, Secretary to Assistant Commissioner.

Correspondence Branch.

This branch is under the direction of the Commissioner of Customs, and consists of two clerks, Messrs. T. A. D. Bliss and A. Morin, whose duties are to record all correspondence. This branch has always had three clerks, but one of them resigned in the month of December last, and his place has not yet been filled.

Statistical Branch.

Chief Clerk—James Barry, who has under him eight clerks: Messrs. G. V. Ince, F. Bennett, C. E. McKeil, James Campbell, J. Ackers, S. Dunlevie, W. H. Grafton and S. L. T. Frost, who are charged with the examination, aggregating and recording of all returns referring to the shipping trade, and the imports and exports of the Dominion, and to prepare all tables for publication in the annual report of trade and navigation.

Accountant's Branch.

T. J. Watters, accountant. This branch is under the direction of Mr. Watters, and under him are the following clerks: Messrs. A. C. Bleakney, R. R. Farrow, T. J. Code and Miss A. Frazer, whose duties are as follows: A. C. Bleakney, charge of revenue accounts. Messrs. Farrow and Code are the clerks in charge of the expenditure books of the department, and Miss Frazer is in charge of the correspondence of the accountant, and is a typewriter.

Board of Customs.

This branch is under direction of the Commissioner of Customs, as chairman of the Board. Mr. G. W. Jessop is assistant dominion appraiser, and attached to it are the following clerks: Messrs. J. R. K. Bristol, appraiser's clerk; W. C. Baker, W. Russell, G. S. Robertson, J. Courtney and A. Lacert, whose duties are to check all entries received from the ports and report any errors found therein. The duties of the assistant dominion appraiser are to attend to all correspondence relative to tariff matters; to supervise the work of the check clerks and to examine all invoices submitted as to values and such other work as is necessary to secure uniformity in the operation of the tariff.

Mr. Bristol is correspondence clerk of the Board. The duties of the remaining members of the branch are to check all entries as above and to see that the proper rate of

duty is levied; that the reduction to currency of foreign coins is correctly made, and that the calculations and additions are correct. They have also to verify all claims for refund or drawback of custom duties by the entries, and perform such other duties as the Customs and Tariff Act require.

Supply Branch.

Clerk of Supplies.—E. W. Fawcett, whose duties are to attend to printing and supplies, and to superintend the forwarding of supplies to the various ports throughout the Dominion. W. H. Carleton, packer, and assistant to Mr. Fawcett.

Sugar Laboratory.

In this branch there are three employees: Misses L. Christie, E. Belford, and D. Parlow, whose duties are to test all samples of sugar, liquors, molasses, vinegar, etc., forwarded to the department.

This Branch is under the direction of the Assistant Commissioner of Customs.

Messengers.—John Carleton, W. D. Bales.

All public money collected by this department is accounted for by deposit in some accredited chartered bank for credit of the Receiver General of Canada. The bank furnishes triplicate receipts, one for the depositor, one for the Receiver General and one for the department. Collectors of customs in large ports are required to make their deposits every day, and in the small ports as frequently as possible, but they are not allowed to keep on hand for one day any sum of \$50 or upwards.

2361. What system of purchase is adopted in your department?—The articles required by the customs are chiefly books and stationery, which are invariably procured by requisition from the Stationery Department. The only other expenditures are postage, express and telegraph, and petty expenses such as towels, soap, etc., for use of the clerks. The first three are paid by cheque when accounts are rendered monthly by the respective departments or company. The latter is provided and paid for by the chief messenger, to do which he receives a small accountable advance on the first of each month.

2362. What is the system followed in the issue and receipt of stores?—Stores are received and issued by the stationery clerk who keeps a book or books, in which the whole is carefully accounted for in detail.

2363. How are contracts generally awarded in your department?—This department makes no contracts.

2364. In addition to his salary is any official in your department in receipt of any additional allowance or perquisite, and if so, please state particulars?—The only official in this department who is in receipt of additional allowance or perquisite is Mr. Thomas J. Watters, the accountant, who has been allowed to act as a seizing officer and receives the usual share of the net proceeds of such seizures as he may be instrumental in making or having made.

2365. Is it possible, in your opinion, to reduce the expenditure on account of the services under the control of your department without impairing their efficiency, and if so, state in what way?—I do not think it possible to reduce the expenditure of this department without impairing the efficiency of the staff. The Honourable the Minister has rigidly pursued the most economical practice possible.

2366. In your department have any abuses prevailed in connection with the supervision of payments?—I find it difficult to answer that question. It is hard to expect one officer to supervise all the details of the very numerous payments made monthly by this department, yet the law makes the deputy auditor and so accountable for their accuracy. The utmost a deputy can do in the matter is to investigate such cases as may be brought to his notice, and I have no knowledge of any abuses having actually occurred.

2367. Have you any suggestions to make with a view to possible amendment to the Audit Act?—Should the views before given be accepted in whole or in part, I think it would involve some necessary changes in the Audit Act, but on the whole I regard that Act as one of the best relating to the government of the service.

2368. Is it desirable that inspectors, collectors and preventive officers should be exempt from examinations?—Inspectors are invariably chosen from the Customs staff, and from their usual long experience in customs work and procedure, should be fully efficient and need not undergo further examination. The office of collector, I think, should be classed as one of the great prizes open to deserving officers long in the service, and if the promotion examination is continued, it might be desirable that such officer be required to pass the same.

2369. Are not appraisers always appointed for special qualifications?—Appraisers are nearly always appointed for special qualifications.

2370. Would you add any other case to the exempted list?—I would not recommend any change in the exempted list of those required to be examined, but would here repeat my former remarks on the subject of examinations generally.

2371. What are the rules and practices of your department with respect to the distribution of fines and forfeitures? What officers share in such distribution, and to what extent? Do you think any modification of the present rule and practice desirable, and if so, what?—I have the honour to file herewith a copy of the regulations for the disposal and distribution of seizures, as follows:—

Regulations respecting Seizures.

For the disposal and distribution of the proceeds and penalties, forfeitures and seizures, approved by an order of His Excellency the Governor General in Council, bearing date 4th June, 1876, under authority of the Customs Law.

The net proceeds of the sales of all seizures and forfeitures, and the whole amount of all fines or penalties shall, immediately after being realised, be paid over, in the same manner as all other revenues to the Honourable the Receiver General, and the duplicate bank receipts, triplicate receipts and drafts, with account sales and vouchers for expenses, sent by first mail to the Customs Department, the same to form part of the Consolidated Revenue of Canada.

A separate and distinct account shall be kept in the books of the Department of Customs of all moneys received on account of the above, and each collector of customs shall make a quarterly return showing the names of all officers entitled to participate in the proceeds of each seizure made at his port, with the nature of the service rendered by each in connection therewith, and stating whether the seizure was made by information from a party or parties, not connected with the customs or otherwise; when, if there be no legal difficulty, a cheque will be forwarded to such collector for the amount necessary to pay the proportion allotted to each officer or officers, and also to the informer, if any, according to the following scale, namely:—

In case of seizure of goods or chattels which have been condemned and sold according to law, an allowance of not more than one-third of the net proceeds of each shall be awarded to the seizing officer, and not more than one-third to the informer, if any. In cases of seizure made without information, and which have resulted from special vigilance on the part of an officer, the informer's share, or a proportion thereof, may be awarded to such officer at the discretion of the Minister of Customs.

When seizures of goods or chattels have been made and released by order of the Minister of Customs on the condition of the payment of a fine or penalty, where such a fine or penalty is of the amount of \$100 or over, it may be considered as the net proceeds of the seizure, and dealt with in the same manner as if the goods had been condemned and sold.

When the fine or penalty is under \$100, the Minister of Customs may, at his discretion, award the whole or any portion thereof, to the officers and informer, if any, as a reward for vigilance.

In respect of fines or penalties recovered for violation of the revenue law, in cases where there has been no seizure of goods or chattels, the Minister may, in his discretion, award such portion thereof to the officers concerned and informer, if any, as may appear to be equitable and judicious under the circumstances of each case.

Collectors of Customs whose salaries are under \$2,000 per annum, shall be entitled to an allowance of 5 per cent upon the gross proceeds of seizure, in all cases in which the seizure is not made by themselves, but if made by themselves they will not be allowed any percentage, but may participate in the allotment of the net proceeds in the same manner as any other officer of customs.

Collectors whose salaries are over \$2,000 per annum will not be entitled to any percentage or share of seizure.

Section 10 of the regulations of 30th March, 1850, is repealed, and these regulations shall take effect and be enforced on and from the 1st July, 1876.

While admitting the great difficulty of devising a system that could be regarded as equitable and not open to abuse, I will say that I think the present regulations are not at all suitable to the present condition of the service, especially in the relation to the articles subject to very high duties, such as spirituous liquors and tobacco, the duties on which are immensely greater than their original cost.

The rule of two-thirds allotted to the seizing officer and informer was supposed to leave a balance in the treasury equivalent, at least, to the duties payable on the goods seized, but in the case of the above and numerous other goods, the balance now remaining often but a mere fraction of the duties, and in the case of spirituous liquors especially, the smuggler very often experiences no loss, as he can generally contrive to purchase the seized goods at a price which practically leaves him a margin below the cost of the duty-paid article, and the revenue in all such cases loses very heavily. In my opinion, it would be better to provide that all such articles when seized should be destroyed, and the seizing officer rewarded according to his merits in connection with each case of seizure and confiscation. By some such plan the revenue would lose much less and the honest importer and manufacturer would be much better protected.

I think it very desirable that the rules and practice of this department relating to seizures should be changed. The present rule is that all or any officers of customs may make seizures, and this leads to many irregularities, and it is an inducement to clerks and officers employed for indoor service to leave their proper duties for the purpose of making seizures, in the hope of sharing in the net proceeds, and thus neglecting for the time being the work for the performance of which they were employed.

I am of opinion that no officer or clerk should have the right to seize unless authorized to do so by his commission, and the Governor in Council might in his appointments add to the duty of a landing waiter, preventive officer or other official, the words and seizing officer. All collectors of Customs should, however, be recognised seizing officers.

Any clerk or official not included in the list of seizing officers, should consider it his duty to give any information which he might obtain in the course of his duties to his collector or superior officer so that proper action could be taken.

The Commissioner of Customs should not be charged with the duty of adjudicating in cases of seizure, unless he is also invested with magisterial powers. At present he can only decide cases upon written evidence, and experience has shown clearly that such evidence is utterly unreliable, and often very misleading even in the form of affidavit or statutory declaration.

2372. On the question of seizure, it is felt by the honest traders in the country that injustice is done to them in some cases. Now it has happened that the informer for some petty reason or other, has given wrong information about very respectable firms, which information, when investigated, was not acted upon by the department, but still the harm has been done. Do you not think that if the informer was to be made responsible and subject to a severe penalty for giving false information, it would put a check to the evil complained of?—I think so. I think that would be an excellent idea.

2373. Sometimes these informers are not men of very high character. An informer may have some little vengeance to gratify and he lays information, and whether he succeeds or fails in his case he goes harmless while the merchant suffers wrong. Do you not think that if the informer was subject to a severe penalty for giving wrong informa-

tion, it would be a protection to the trade?—I think so, I quite agree with your opinion on that subject. I might say, however, that I think there is more made of that danger than is justified by the facts. I think it is a very rare occurrence for an honest merchant to be injured in that way; yet I admit the liability is there.

2374. But when you employ informers, are you responsible for using the information?—Yes, we have to do that.

2375. Then the Government takes the responsibility in case of injury to the honest trader?—Yes.

2376. If the informer knew that he had to act on his own responsibility and prove his case at his own expense, the race of informers would die out?—I would only put a penalty where there is evidence of malice. I think it is often done through malice. But I may say this, that we have very little information given to us except from the greatest rascals in the country; very little information comes to us under which seizures could be made, which does not come from the worst characters.

2377. Is it always true?—Well, it is not often that they give information in which there is not a basis of truth.

2378. You have to be sure of your ground before you use this information?—We are extremely cautious before the information is used. We do not take information in the department as a rule.

2379. The collectors use it?—Any official, any preventive officer, any tide waiter or other official may receive information and act upon it; he does it on his own responsibility.

2380. And if he does not act with discretion he may do himself great harm?—He lays himself liable. It is provided that he shall suffer pains and penalties if he does anything through malice. It does not always follow however that when the department gives up a case, it is on the ground of its having been entirely disproved. Great numbers of cases are given up from other causes altogether.

2381. We are merely trying to protect the honest trader?—I entirely approve of your suggestion about visiting with heavy penalties an informer who makes information that is found to be incorrect and is manifestly malicious.

2382. Should not some of those smugglers be punished by imprisonment as well as by fine and confiscation?—Yes, they should, and there is a provision for it in the act, but it is not often carried out.

2383. You have given up criminal procedures under that act because jurors will not convict?—The act has fallen into disuse because we scarcely ever get a conviction. But we have tried. We had a small case up in Ontario, which illustrates what we have had to contend with. A party imported and smuggled a small quantity of some kind of liquor. An officer made a seizure of the liquor and the smuggler openly offered him a bribe to release it and let him go with his liquor. The officer, instead of taking the bribe gave information to his collector, the collector reporting it to the department; and the department ordered a prosecution. The case was brought before a Justice of Peace who tried it and the man was convicted. In fact, he did not deny it, the evidence was as clear as the noon day sun, and he was let off with a half hour's imprisonment and fifty cents fine.

2384. Do you pay the informers their share in all cases, or do you pay the seizing officers who distribute to the informers?—We send a cheque to the collector of the port or the chief officer who has charge of the seizure, or the special agents, for the whole amount and he distributes it, and we could not distribute to the informer because we do not know him. Except in a few cases we do not know the informer.

2385. The information comes to the department through one of your officials who is informed of such and such a thing?—The first we know of any seizure is the report of the collector or officer. Every report must come to us after the seizure, through the collector of a port or the special agent. We have only one special agent now.

2386. Then it is possible the seizing officer may get a large part of the informers share in addition to his own third?—No, that is not very likely because the officials look out too sharply for their own interest.

2387. Suppose a man who makes a seizure on his own knowledge and he reports that he made it on his own knowledge of facts, without the information being furnished by an informer, then he gets only one share?—One-third.

2388. But suppose he reports falsely that the information is given by some one whose name he does not disclose. Then he gets two shares to distribute and what prevents him from keeping one of them?—The collector should see to that.

2389. Does not this man keep it a secret?—Not usually from the collector.

2390. Do you exercise any control over it at all?—No, not in that respect.

2391. You do not know anything about who the informers are or to whom the money goes?—No, except in rare cases.

2392. Then it is quite possible for the seizing officer to make a bargain with the informer?—Yes; I think it is done.

2393. The informer may get a few dollars and the seizing officer a large amount?—Yes; such a case may occur.

2394. Then when the Auditor General reports the amounts received by seizing officers from customs seizures in each case, the amount may be more than is represented?—Yes. In order to keep an account of these seizures we send out what we call a distribution sheet with the name of the officer, but the informer's line is blank, and in the columns we put down the seizing officer's share and the informer's share under it.

2395. And your collector ascertains who the informer is and gives him the money; or does he give it to the seizing officer?—The return that comes to us very seldom has the name of the informer attached to it; they will not sign it. But the seizing officer usually signs for the informer.

2396. You distribute a seizure by a cheque from Ottawa?—We send a cheque to the collector. In spite of all we can do, the plan is open to many abuses.

2397. There are very few checks on it, as it stands?—Very few, as it respects final payment of the award.

2398. You have said that one of your officials of the inside service here in Ottawa shared in the distribution of these seizures?—Yes.

2399. Only one?—Only one that I know of.

2400. You have told us that in all other cases these matters are dealt with by the collector; now who deals with them here in Ottawa?—I think the cheque has always been given to himself. I do not remember that I ever signed a cheque of that kind. Under the present arrangement the cheque must bear two signatures, and his may be one of them.

2401. He signs for himself?—He may sign the cheque for himself, he and the Assistant Commissioner together. The Assistant Commissioner is one who has to sign the cheques, or countersign them; and the Accountant is another. There is a young named Farrow in the Accountant's office who has also authority to do so.

2402. But he does not go out to make seizures himself?—He has done so.

2403. And when he makes a seizure does he hand it over to some collector, or some inspector?—No; when he makes a seizure himself he reported it to the department, I think. I know he did that in some cases.

2404. He never gets any share of this through the collectors, he does not act in concert with the collectors?—It must be all settled with himself.

2405. Do you know whether he gets the informer's share?—I do not know, I think perhaps he may have in some cases.

2406. You think the officer occupying the position of accountant of customs here, should not share in the distribution of the seizure money?—I have said frequently that he ought to be one thing or the other; he should either attend to his duties as accountant or let him go outside as a seizing officer. I would apply the same principle to every man in the service.

2407. We are speaking of the office; do you think that the man who happened to be accountant at the time, should share in this distribution?—I do not think that any man in the inside service should do so, but I see nothing in the regulations to prevent it.

2408. The Commissioner and the Assistant Commissioner have never shared?—Never, I defy any man to find that a cent of seizure proceeds ever went into my pocket.

2409. But you are strongly of opinion that the accountant ought not to be one of these officers who have a right to share?—No official of the inside service should share in seizure proceeds.

2410. The custom of giving a share of seizures to men making them was founded on the principle of rewarding men who run risks and expose themselves to danger in enforcing the customs law?—That was the original intention.

2411. That is the only principle upon which the system can be justified; it is a reward for police services?—They have done away with that sort of thing in England and the United States. In England they never sell seized goods. They keep them in a large store in Liverpool. I happened to be passing there one day in company with a gentleman and he pointed out to me that that was the store in which the Government kept its seized goods, and at the end of the year they burned or destroyed the whole.

2412. In these cases that are dealt with by the department, is there a percentage retained?—The regulations say that two-thirds go the seizing officer and informer, that is two-thirds of the net proceeds, all the expenses being deducted, and one-third remains to the credit of the Government.

2413. In certain cases you give 5 per cent to the collector?—Well, that is the deduction made from the gross proceeds; that is the first thing with which the seizure is chargeable.

2414. In the cases that are dealt with by the department, where no collector intervenes, is there 5 per cent deducted for departmental expenses?—Oh, no; it would be an irregularity to do it that way.

2415. Coming to this question of the revenue, your department collects a large part of the revenue that the country depends upon for its service?—Yes.

2416. Would you give us briefly an idea of the checks that are enforced to assure that all moneys paid for customs duties come into the treasury?—I think the checks are all that could be devised. In the first place, where the money is collected in the large port—I take the large port, because that is where the principle leakage might arise—the money is collected by a clerk in the long room. The entry under which he collects it passes through three or four hands before it comes to him. There is one who checks the invoice, and checks the entry with the invoice. It is supposed to be brought in by the importer, or his broker or agent. Then it goes to the chief clerk in the long room, who examines it and takes the affidavit of the importer or his agent. Then it comes back, initialed or signed by the parties who have checked it, to the cashier, and he receives the money according to the entry and enters it in the cash book provided for the purpose. In the large ports they usually keep a blotter. Then there is another cash book that is kept and made up at the close of the day by the surveyor, which is a counter part of what we call the collectors cash book, that is the one kept by the cashier; the one is kept as a check upon the other, and both are written up from entries and not copied one from another.

2417. And when the cashier receives an amount of money upon a given entry he has to mark upon the entry paper that he has received the money?—I do not think the cashier initials it; he makes the entry immediately in his book.

2418. But does he not put some mark upon it to show that he is paid?—Yes; he puts the customs stamp upon it.

2419. That becomes a document by which you can tell how much money is received?—Yes.

2420. And the surveyor makes up his cash from the papers?—Yes; the surveyor's cash book is decidedly a check upon the collector.

2421. Do you take bonds from everyone who receives money for the Crown?—We do now. We sent out a notification a short time ago to all the ports to send in the names of every officer who had the handling of money to any extent, and who had not given bonds. We got in a large number of them, and we made them all give bonds.

2422. Do you take personal bonds or bonds from companies?—Bonds and sureties, we take them either way, there are very few from companies.

2423. Have you ever had to fall back on the bonds to make losses good?—Yes, in a few cases, not very many. We had a case a short time ago, the last one I remember,

at Bridgetown, Nova Scotia. A sub-collector there ran away to the States who was found to be a defaulter to the extent of \$1,000 or \$1,200.

2424. In that case did you recover your \$1,200?—I do not know whether we recovered the whole of it or not. There was some difficulty about one of the sureties, and I could not say now from memory whether it was brought to a successful issue or not. I know we got half of it from one of the sureties.

2425. Do you advise yearly the bondsmen of their liability?—No, we are not required to do that.

2426. In the Savings Bank system the bondsmen are yearly advised to the extent of their sureties?—We do not do that, we have no law requiring it.

2427. Don't you think it would be a good precaution to take?—It would add a good deal to the work of the department, our bonds are so very numerous.

2428. That would be the greater reason why you should look after them all?—I think it would require a clerk especially to attend to that and nothing else. If he had to notify them every year.

2429. One defalcation would pay a clerk's salary?—Yes.

2430. Coming back to the country collectors, what check have you on them?—Where there is only one officer in the port the check is necessarily deficient. All the check we can have is that they are obliged to send their entries and their papers to the chief port, and to send the money with the papers. The collector of the port under which they are serving of course, has that check upon them; but there are small ports in which there is no inside office, no official in the custom house, but the collector himself. The only safeguard in such a case is first of all, the honesty of the men, and in the next place the risk they would run in suppressing papers. For instance, one of my first experiences after coming to Ottawa was with a collector of customs at Sarnia. Some merchants in Petrolia made application for a refund of duties, which they said they had paid improperly upon oil barrels. When the application first came to me—I was at that time assistant commissioner—I examined the books which were kept in the department; the record was very imperfect, but still it gave me a clue. It was simply a list with the number of each entry and the account of the duty in two columns, and I could not find any such numbers or amounts in this book. I brought the case before the Minister, at that time Sir Leonard Tilley and Mr. Bouchette, who was then commissioner. Mr. Bouchette did not believe at first that the collector had been guilty of fraud: he said this man was too honest to do anything of the sort. It happened two or three days afterwards that other similar applications came in and I went through the same examination and found there was no account of them, and no entry.

2431. You caught him by means of this refund?—Yes. I was then sent up there to examine him. I have related this incident to illustrate the danger of suppressing papers.

2432. It was dangerous in this case because people had to ask for a refund?—Yes.

2433. It would be an entirely irregular system that would depend upon the chance of some one requesting a refund of duties to check the collectors generally?—Yes. We found on examination of his books and papers, which were very badly kept, that the books would check one another, they corresponded and were critically correct. There was no discrepancy between them. Then I fell back upon his invoices, and he brought me a deep box, with his invoices thrown into it in a heap. In selecting out these invoices and tracing the entries made for them, I found one after another for which no entry had been made. I discovered in the course of a few hours invoices representing five or six hundred dollars' worth of duty which he had never put through his books.

2434. And that would never have been discovered had it not been for the people asking for a refund?—No. That was 20 years ago. We had only one inspector in the whole of Canada at that time; we have now six inspectors, one in Quebec and part of Ontario, another in the other parts of Ontario, one for New Brunswick and Prince Edward Island, one for Nova Scotia, one for Manitoba and the North-West Territories, and one for British Columbia, who is also collector of the port of New Westminster.

2435. It is the duty of these inspectors to visit the outports?—To visit every port and outport and to examine the books and papers. I do not see how you can devise any means in which there will not be a loop hole for dishonest men to commit fraud.

2436. You had a defalcation in Montreal the other day?—Yes, one Campbell.

2437. The collector paid that up?—He paid part of it, for which he felt himself responsible, and the other part is not yet paid. We got a mortgage on some property.

2438. Did Campbell ever get leave of absence?—Not that I am aware of.

2439. Should not all your officers at the big ports who handle money have compulsory leave of absence?—Well, if you can have a system of putting in a man temporarily who is a stranger to the port, say an officer from another port, to fill his place during his absence, with the understanding that he shall examine his books so far as he can, I think in some cases it would be useful.

2440. How did this defalcation occur in Montreal?—It was a very singular thing. This young man was charged with collecting irregular revenues, such as warehouse fees, storage and matters of that kind, and he was supposed to transfer and pay over all his collections with a list of the sources from which they came, to the collector or chief clerk in the Customs, or whoever was charged with the cash, at regular intervals. He neglected to do so and appropriated the money to his own use, and, of course, he could not have carried it out if a proper check had been kept over him as it should have been. That was a case of fraud in which the absence of proper supervision was the whole cause.

2441. You could have all your collectors in all parts of Canada report to you every day the amount of their collections, the same as they do in the money order office, and send you a nil in case they collected nothing; then if you had a proper staff here would you not have an absolute check?—In the large ports, as I have mentioned in my former statement, they deposit their money in the bank every day and send the receipts by the first mail, and we know the amount they have collected from the entries and monthly accounts current.

2442. But what is to hinder the collector in a small port from suppressing an invoice and the entry and all and putting it in the fire, if there is no officer there but himself, and unless something turns up to bring that to the knowledge of the department he goes scot free. Taking Ottawa as an example, everything that comes here comes from some other port first, Montreal or Toronto?—No; if it is an independent port it comes direct, and if an outport it is sent to the collector of the chief port, and is incorporated in the accounts of the same.

2443. Goods from England are transhipped at Montreal in bond for Ottawa?—In transit under bond and manifest for Ottawa.

2444. But does not Montreal send you a notice that there are so many entries in bond for Ottawa?—Merely a manifest of the package.

2445. Ought not there to be some means in the department of ascertaining that all these packages were entered in some way and the duty paid on them?—These papers give no idea of the contents. The contents may be worth \$10 or \$10,000, the package only is named but on arrival entry must be made under invoice and the goods submitted for examination.

2446. Are the manifests entered at the custom house as loose sheets filled up any how, or are they taken from the books?—The entries are on loose sheets of course, and they are all filled in next with a description of the goods. In the large ports each entry is numbered consecutively and the number is entered in the cash book, as well as on the face of the manifest. There is very little likelihood of any man suppressing the duties collected, or not accounting for them properly where they come to him in that way, because there is the ships' manifest containing an account of all the packages, with the importers name and address and other particulars which is the basis of the whole future proceedings. When the entry is made, the number of that entry is inserted on that manifest as well as on the entry itself, so that any one can trace the whole transaction through the subsequent papers and books. That manifest is kept open until every package that it contains is accounted for by the entry. Then if it is a manifest that has gone in transit to another port, the receiving port must send back a receipted copy

to the port from which it came, or a certificate that he has received the goods. But the leakage would be in smaller matters which are continually occurring, I mean that persons bring in small quantities of goods and sometimes valuable goods for which there is no manifest. The collector may take the importer's invoice if he has one, and allow him to make his entry and pay the duty accordingly, and if there is no other officer there to check it, he may put both these papers in the fire. There is nothing else to fall back on.

2447. Unless you were to examine every parcel of goods?—But the collector in that case is the man to examine them. Then there is a small description of petty business that goes on outside the custom house. When passengers come in from the United States by railway, their baggage is examined and very often they bring small quantities of goods with them which are dutiable. The landing waiter who has charge of the examination, gets a statement from the party of their value, or if he cannot do that he appraises them and estimates the value himself. He takes the duty and gives the passenger a receipt. We have a blank form with stubs, counterfoils, on which he gives the passenger a receipt for the money he has paid, stating the value of the goods and the duty collected on them.

2448. These are numbered consecutively?—Yes, and there is a memorandum printed on the back of each asking the importer or passenger, if he has any reason to complain, or has any suspicion that he is not accounting for the money to the proper authorities, to communicate with the collector of customs. We had a case at Niagara Falls a short time ago at the port there. He was a young man, a drunken fellow. One party from whom he collected duty on the condition of its being refunded. The articles were guns or fishing rods, or some thing that he was bringing in on which we refunded the duty when exported. The party went back to the States carrying the articles with him and then made application to the collector for a refund. We found on examination that he had never paid over that money to the collector; and it turned out when the inspector went to the port to make further investigation, that there was quite a number of similar cases. In the course of time we got applications from three or four other parties. It so happened that this was found out before the end of the month when he should have got his month's pay, which was stopped and he was immediately dismissed.

2449. Could you compel your collectors, where there is only one of them, to use these numbered receipt books? Would not that be some check on them?—It amounts to the same thing. The receipt book is only a substitute for the entries.

2450. But this would be numbered and he would have to show what he did with his number?—The entry is numbered and the importer takes one copy away with him with the stamp of the Custom House, which is equivalent to a receipt, or a certificate that he has paid the duty, and that number is extended in the cash book.

2451. Your system of inspection now is much more careful?—Yes, but it is very imperfect as the number of inspectors is insufficient. The whole system involves more or less expense. In order to get an efficient check by means of inspection the expense must be greatly increased. If the Minister should appoint half a dozen inspectors—and that would be but a small number in addition to what we have—it would involve a large additional expense, say \$14,000 or \$15,000 a year, and when this comes before Parliament the men who are most indignant when they discover a case of defalcation in the customs, will be more dissatisfied with this additional expenditure.

2452. Do you think that you get most of the money that the Treasury should get under the law?—I think we get ninety-nine hundredths of what is actually collected.

2453. We have heard that there is another danger, that goods are entered in a smaller port at a lower price than they would be in a larger one?—Yes, that is a difficulty we have to contend with everywhere. It is a matter for the appraisers, or the collectors where there are no appraisers.

2454. What do you think about the salaries of deputies? Should they all be paid alike?—No, I do not think so.

2455. At your age your views on this question may be taken to be entirely without personal interest; do you think the deputies as a whole are paid sufficiently?—No, I do not.

2456. What do you think should be a fair minimum salary?—I think none of them should be under \$4,000, but I think they should be placed on a different basis than what they are now.

2457. On what basis do you think they should be?—I do not think they should be deputies at all. The word "Deputy" is not applicable to a position like mine or that of Mr. Courtney, the Deputy Minister of Finance. As deputy we have no responsibility whatever. If we do our duty as deputies we have not the slightest responsibility. We only carry out the Minister's instructions and the Minister is the responsible man, and he might make our position very unpleasant. I am obliged to do certain things for which I could show no authority or else let the business of the department stand still, and I never know whether the Minister will approve of what I do, and may decide I had no authority for my action. For instance, the correspondence of our department is very heavy and if I had to send all that correspondence on routine business to the Minister to get his instructions on every letter before I answered it, I would have my hands full of unanswered letters before six months were over. The Minister's Executive and Parliamentary duties forbid his close attention to departmental details.

2458. So you think the salary of no deputy should be less than \$4,000 or \$5,000 up to a fair maximum?—I think so.

2459. Would you be good enough to make up and send to the Commission a statement showing what, in your opinion, would be a good theoretical organization for your inside department, dividing it up into the branches of the Commissioner, Assistant Commissioner, Chief Clerk and so on, with the Minister?—I will.

(See end of M. Johnson's evidence).

2460. We want from you an ideal theoretical organization for the Department of Customs just as if you had a clean sheet to organize with the department *de novo*?—Yes.

2461. Do you think that deputy heads should have power to suspend when the Minister is here in Ottawa?—Yes, I think so.

2462. All the officers of the Customs, inside and outside, are scheduled under the Civil Service Act?—Yes.

2463. That brings them under the Superannuation Act?—Yes, if you take out temporary officers and those who have a yearly salary without paying the Superannuation tax.

2464. Is there any limit of age for your outside officers on appointment?—I think the Civil Service Act provides that for both inside and outside.

2465. All collectors of customs may be appointed at any age?—A collector may be.

2466. And everybody else in the outside service?—I know at one time there was a limit of age under the Civil Service Act for officers of the outside service, but I do not think there is now.

2467. Do you think it would lessen the cost if the compilation of statistics was removed from the outside to the inside service?—It would lessen the cost in the outside service, but it would increase it to a similar extent in the inside.

2468. Not necessarily to a similar extent?—Well, I think we could do it cheaper in the inside.

2469. It would necessitate the submission to you of the original papers and in that way facilitate your checking the correctness of the returns of the revenue?—Yes.

2470. Practically it would add to the efficiency of the service?—Yes.

2471. You have stated that you are of opinion that the collectorships should be kept as prizes for the service?—Yes.

2472. It often happens that the collectorships are vacant for a considerable period of time?—Very often.

2473. And there is no hope for an able officer in the outside service to get on?—None at all in the larger ports. At least he has no prospect of rising higher than the grade of second officer.

2474. Are your outside men taken on probation?—I do not think so.

2475. Has a man appointed on the outdoor business in the customs, to undergo a term of probation before he is taken on permanently?—I think so; I think every official is appointed on probation.

2476. Do you exact any physical requirements in appointing an outside officer?—No, not practically.

2477. The English regulations say that no man shall be less than five feet and four inches in height, with certain number of inches around the chest; the idea of that is to have a healthy set of outdoor officials?—Yes, undoubtedly.

2478. Do you think it would be advisable to have similar regulations here?—Modified regulations of the kind might be useful.

2479. What is the daily work of an outdoor officer?—I would be obliged to go through the different positions which they occupy to answer that question.

2480. Tide waiters and men of that class?—The whole business of tide waiting is to check the cargoes of ships and railway trains as they are landed, to see they are taken care of until entered. The landing waiter has the same duties. The tide surveyor has to supervise their work.

2481. The hours of attendance in England, except when boarding vessels, are usually from 8 a.m. to 4 p.m., and in some cases 6 p.m.; what are the hours of attendance for your outdoor officers on board ships?—They are about the same; I think it is from 7 a.m. until 6 p.m. The hours are governed by the law which requires that all vessels shall be loaded and unloaded between sun-rise and sun-set. During that time we are bound to provide officers to attend to them. Any work done by that officer before or after sun-rise and sun-set is regarded as extra work for which the owners of the vessels or the agents or the railway company are obliged to pay them extra.

2482. In Montreal it is stated by the annual returns that the extra pay for tide waiters amount to about \$40,000 a year; is that for payments for over hours and Sundays?—No. Extra pay for over hours and Sundays is not an expenditure of the customs, however; it comes from the railways and vessels. The extras paid by the railways and the ships do not go into that amount. That \$40,000 is paid out of the Treasury.

2483. For what extra service then is it paid?—They are extra officers; they are just the same as an inside extra clerk.

2484. How do you provide for one of Allan's steamers when it comes in on a Sunday?—The collector or the tide surveyor details the number of tide waiters necessary to attend upon that vessel as soon as she comes in, and if it is on Sunday, the Allan Line or the Dominion Line, or whatever line it is, has got to pay them for that day. They are not paid by the customs for that day. If during the unloading of that vessel a tide waiter has to go on duty at night or is on duty all night long, he has to be paid by the company for that, the customs do not pay for this extra work. These payments you mention are for extra men required during certain seasons. It has been customary in Quebec and in Montreal, for long years, ever since customs began to be collected there to keep on hand a number of extra tide waiters and extra watchmen, &c., who are granted, say, fifty cents a day, and when actually employed they get fifty cents more.

2485. Would it not be better to charge the steamboat company and railway for these services, and the Government to pay for this extra charge rather than have the tide waiters paid by them?—That is practically the way it is now. The collector collects a certain amount from the companies, and distributes it to the men.

2486. The men are under no obligation to the steamship companies or to the railways?—Not at all. Some of the railways in various places compromise by paying so much a year to the collector of customs and he divides this money among the men entitled to it.

APPENDIX.

PROJECTED PLANS FOR THE RE-ORGANIZATION OF THE STAFF OF THE CUSTOMS
DEPARTMENT—INSIDE SERVICE.

Under present laws and regulations—except that the annual increase of \$50 should not be recognized.

MINISTER OF CUSTOMS—POLITICAL HEAD.

	Salaries.
Commissioner of Customs, — administrative head.—Appointed during good behaviour, with clearly defined powers and responsibilities	\$4,000
Assistant Commissioner—whose duties should be in all respects the same as those of the Commissioner, but in subordination to him	\$3,000

Board of Customs.

Chairman, ex-officio, Commissioner	\$1,000
Dominion Appraiser	2,000
Assistant Dominion Appraiser	1,200
Clerk, one	1,000
Checkers, five, from \$600 to \$1,200	4,500

Correspondence Branch.

One Clerk, Commissioner's Secretary	\$1,000
Two Clerks, Registration Clerks, \$700 to \$1,200	1,900

Statistical Branch.

Chief Clerk, Statistician	\$2,400
Clerks, eight, from \$600 to \$1,500	8,400

Accountant's Branch.

Accountant, one Chief Clerk	\$2,400
Clerks, four, from \$600 to \$1,500	4,200

Supply Branch.

Clerk, one	\$1,200
Packer, one	500

Messengers.

Two Messengers, \$500 and \$600	\$1,100
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The above is on the principle of a general minimum and maximum salary for all clerks, minimum \$500, maximum \$1,500, increases to be based upon merit and capability.

Should it be deemed advisable to remove the compilation of statistics entirely from the ports to the department, I estimate it would be necessary to provide larger and more extensive office room and would render necessary the employment of an additional chief clerk, and from thirty to thirty-five clerks, involving for salaries about \$30,000 and other expenses \$5,000, but all those officers could be removed from the ports and the whole arrangement so carried out as to effect a saving of expenditure in a short time instead of an increase, with attainment of greater accuracy in the statements and a more complete check upon the collection of the revenue.

THURSDAY, 7th January, 1892.

Mr. EDWARD MIALL, Commissioner of Inland Revenue, was examined.

2487. You are the Commissioner of Inland Revenue and also the Deputy Minister of Inland Revenue?—Yes.

2488. Since when?—Since 1883.

2489. Before that, what position did you hold?—I was Assistant Commissioner of Inland Revenue.

2490. How long have you been in the service?—Since June, 1870.

2491. You have had communication of the questions which the Commissioners sent to the deputy heads of departments?—Yes.

2492. And you have prepared a statement?—Yes.

2493. Give the number and cost of permanent staff at Ottawa of the department of which you are deputy, in 1882 and 1891, respectively. Also, number and cost of extra clerks or other officials in all its branches, whether paid out of Civil Government funds or otherwise, in 1882, and also in 1891.

	1881-82.	Salaries.
Permanent staff.....	26	\$31,319.72
Less Canal Branch since transferred to Department of Railways and Canals..	4	3,712.50
	22	27,607.22
Temporary.....	4	2,571.50
	26	\$30,178.72
	1890-91.	
Permanent.....	25	\$37,094.96
Temporary, (say) 651 days.....	2	795.20
	27	\$37,890.16

The increased cost is due to the annual increase under the Civil Service Act. The Excise Revenue has increased about 17 per cent.

2494. How should the Board of Civil Service Examiners be constituted, and what should be their powers?—Here, on the very threshold of the subject, I find a difficulty which repeats itself with nearly every question that is propounded. This and subsequent question—all assume that existing legislation is all right in principle, but possibly requires amendment in matters of detail. My difficulty in dealing with the details arises from conviction that the basic principles of the Civil Service Act are erroneous. We have some 13 departments each having distinctive duties of its own—requiring in their administration widely different talent. Some of the duties call for an ordinary commercial knowledge of accounts, perhaps, in all this kind of knowledge may be desirable. But in some familiarity with some one branch of technical science is indispensable, in others literary ability, while in others judicative turn of mind would be the highest qualification. The attempt to classify these widely different forces with fixed grades—of first, second or third class clerks—must to my mind result in putting many square men in round holes and *vice versa*. I would venture (with some hesitancy—not having given the matter very much thought) to suggest that the Act constituting each department should be practically the Civil Service Act as regards such department, *i.e.*, that the organization of each department should be statutory.

The Revenue Departments might possibly be governed by a general Act because their administrative duties are similar, but an Act framed to suit their requirements would hardly meet the wants of the Departments of Railways or Public Works. The duties of each are distinctive and the frame work and constitution should, to reach the fullest effectiveness, be as distinctive and individual as the duties.

2495. Having ventured to submit the above views, I would say in reply to the specific question asked: That I believe the board should be more than a board of examiners. There should be a Civil Service Board composed of men of broad commercial experience, whose tenure of office should be similar to that of the Auditor General, who should have authority to employ experts to draft examination papers and value candidates' replies, and to whom, as a court of appeal, any serious differences between deputy heads and their subordinates, or between Ministers and their deputies, or between one department and another, should any arise, might be referred, in order that when reported to His Excellency in Council all the facts might be presented before a final decision on the case were arrived at. Such a board should be non-political in its composition.

2496. Do you propose that this board should be a permanent one?—Yes.

2497. Their whole time should be devoted to the service of the Government for that purpose?—Yes; and they should be only liable to removal in the same way as the Auditor General.

2498. Does not the present Act provide for probation as well as examination?—Yes.

2499. Is that probation carried out? Are men really proved and tried before they are settled in their places?—If a man passes the examination, he expects, and his friends expect that he will find his bearing there somewhere. I cannot say exactly what they expect, but the tendency is that, if a man has passed the examination, and has been appointed to any office, there is little question of his being permanently placed in the department.

2500. Then the probation is not practically carried out?—It is not, because in a number of cases there might be out of ten men on probation (after passing the Civil Service examination) nine who might be rejected until you got one who suited your department, but if a man comes near it at all, the deputy prefers to take him and make the best of him to having any further trouble. I have not myself experienced any trouble, because, fortunately, our department was organized before the Civil Service Act came into force and I had the choice of my own material, but I know what the forces are which are used. If the board of examiners were permanent and had no political instincts, then a man who was sent to a department might be rejected after six months' probation.

2501. In your opinion would that make it much easier to enforce probation?—I think it would be the proper way of manning the service,

2502. Should deputies be appointed during pleasure or during good behaviour? Should their responsibilities and powers be extended, and if so, in what direction?—I have always understood appointments during pleasure to mean "during good behaviour." The Crown must have the means of ridding itself on equitable terms of deputies who have from age, ill-health or otherwise, become a burden, and if some court of appeal existed, before whom differences between Ministers and their deputies might be impartially weighed, I do not see any sufficient reason to change the presently existing status. I hardly think a deputy head is the proper person to offer an opinion as to what responsibilities or powers he should have; but I have no hesitation in stating that as the law now exists the deputy head is simply the *alter ego* of the Minister, and, I think, cannot be said to have any responsibility except to the Minister. If Parliament should see fit to extend his responsibilities then he should have his powers extended in a commensurate degree.

2503. Do we understand that practically the status of a deputy now is as good as if he were in the position of the Auditor General?—Decidedly not, practically; theoretically, under the usages in England and Canada, it is the same, but there is nothing to prevent a Minister stepping in and using his individual influence to kill a deputy.

2504. Has it ever been done?—I prefer not to answer a question of that kind. I am merely stating what is possible.

2505. The deputy holds office on the same terms as a Lieutenant Governor of a province?—Yes. He holds office during pleasure, but, if he is removed, the reasons must be

communicated to Parliament; but in the case of Lieutenant Governor they must be communicated to him within a month after his removal.

2506. But the ordinary civil servant holds office during pleasure, and the deputy holds office during pleasure with the provision that the reasons for his removal shall be sent to Parliament?—Would it not be safer for the deputy if it were provided that, should he be removed or his emoluments reduced, the reasons should be communicated to Parliament?

2507. He might be starved out?—Yes.

2508. The Commissioner of Customs and the Commissioner of Inland Revenue have some distinctive duties?—They had, but in the consolidating of the statutes, this was put in the hands of the Minister. The deputy has no power whatever, at least so I read the existing law.

2509. Does this apply to the powers of the deputy over the men in his office or under his jurisdiction or control—has he the control of his staff?—He has not if the Minister chooses to take another view. If he knows he is flying in the face of the Minister by removing an unfit man in the inside or outside service, he would think twice before he would do it. If he takes advantage of the Minister's absence to suspend a man, he may do it, but when the Minister is present, the Minister will say, I will see about it, and that may be the end of it unless the Minister is as interested in the service as the deputy. I am answering these questions generally and I wish to guard against anything I may say reflecting on the present Minister. We have had 14 Ministers since 1870, and I am referring to the general trend of their administration.

2510. Is it the practice of your department for persons to go past the deputy to the head of the department?—That is frequently the case. I would not say so emphatically with regard to the staff in Ottawa. I am speaking of the general control of the entire service, outside and inside.

2511. But in the inside service, the deputy head has a practical and effective control over his staff in Ottawa?—He has a moral influence over those with whom he is constantly coming in contact, and I have always treated my officers as gentlemen and men of honour and have always had the assistance from them that I wanted at any time. It is purely a personal influence here, but outside the deputy does not come in contact with the men to the same extent and the personal influence is less felt.

2512. Should all appointments be the result of competitive examination? What, if any, appointments should be made without examination? Should there be an age limit in the case of all appointments, and state what, in your opinion, the maximum and minimum ages should be?—If political influence in respect of appointments could be got rid of, I would prefer a term of probation to mere competition. I look upon competitive examinations as the least of two evils. That class of acquired knowledge measurable by examination papers may result by mere docility of mind. They are quite incapable for determining those higher mental and moral qualities which in most situations are of still greater importance (provided the education has been a liberal one). As to age limits, I have no opinion; the fewer the restrictions as a rule the better.

2513. Should there be any third class clerks at all? If so, what should be the limitation as to salary? Is the present maximum (\$1,000) too high? Should there be an intermediate class, ranking lower than second and higher than a third?—If the service were now being created I should say "No" not on the staff. I think the permanent staff of the various departments (if the vested interests of those who have come in under another system could be fairly provided for) should and could be reduced by more than half. Namely, to those having the direction of the several branches of the various departments and their more immediate assistants. The lower grade should be appointed by competitive examination upon a limited number of subjects, and should be available on requisition to all departments requiring assistance of an ordinary character, but I do not see exactly how that system can be engrafted upon the existing one without working an injustice to many who have entered into the service in good faith believing the highest positions to be open to honest industry and ordinary ability. I do not think \$1,000 is too high as a maximum. My idea would

be that, outside of the skeleton staff of the department, the whole of the ordinary business might be managed by men of very ordinary ability, men accustomed to add up figures quickly and to write a good hand. Six or eight men of that kind might be affiliated to our department for some few years, as long as we required them, and that might be a subject of special legislation. I do not know how far it would be advisable to go in the way of superannuation and matters of that kind in regard to them, but their attainments would be ordinary attainments and would be just as serviceable in one department as in another.

2514. Would it be your idea to make the whole civil service employment so that men could be transferred from one department to another?—Below a certain grade, yes. There should be a long room for men of that class, and, supposing the Civil Service Board had some one in charge of that room and received a requisition for twelve men for three months for census work or something of that kind, the men could be sent down and charged to the department, and as soon as the work was through they would get rid of them and they would be available for some other department.

2515. In adding for optional subjects should there not be some understanding that the optional subjects were necessary in the duties of the office to which the appointment is made?—Certainly.

2516. Are the recommendations for increases of salary always made with due consideration, or are they in a very large measure perfunctory?—Very largely perfunctory unless a clerk has acted in a way to call for his being overlooked—as a punitive measure. If a man has not done anything that is considered blameworthy, and a sufficient cause for withholding his increase, he has a right to go on to the maximum of his class.

2517. The rule is that the increment is only withheld as a punishment?—I have withheld it, but only for a time.

2518. Are the increases not simply automatic?—When a man gets into a certain class, he gets \$50 a year increase until he gets to the top of his class unless there is something objectionable in his way.

2519. A respectable dullard will get it?—As a rule he will.

2520. In the course of time, he will receive \$1,000 for the same labour he performed when he commenced at \$400?—No doubt that is the tendency.

2521. Whether there is merit or not, whether his labour is worth more or not, he gets \$1,000 and does exactly the same work that he did for \$500?—Yes, of course, if he did not begin at \$400 and go on to \$1,000, he would probably receive \$700 or \$800 at the commencement.

2522. We have asked if you think that the maximum of \$1,000 is too high?—I do not think it is. You cannot say what services are worth \$800 and what are worth \$1,000; it depends upon how it is done. You cannot say, it is your business to attend to this and yours to attend to that. There is a pressure of work in the office, and they have to do what is necessary. It might be different if the deputy had the power to resist any political influence brought to bear on the Minister. But even here my remarks are more applicable to the outside than inside staff.

2523. Two boys from the Collegiate Institute may enter the service at the same time, and one may stay after hours and do everything he can, and the other may simply stay from 10 to 4 and do as little as he can, and they would both get their statutory increases?—Unless there was some reason against it.

2524. Supposing there was no misconduct on the part of either but each did his tale of work?—I would not go so far as that, but there is no doubt that the more enterprising and obliging officer does not get the advance he should as compared with the other class of men. Except in so far as he is fitting himself for promotion to a higher class.

2525. Is there any inducement in your department for men to do their work as well as possible, knowing that it will tell by and by?—Oh yes, I think they feel that the deputy's turn will come some time or other, that is, that changes of administration from time to time will permit the permanent interests of the department to be safe-

guarded. I have nothing to complain of in regard to our inside staff except one or two who are a little careless.

2526. Is it desirable to have an annual fixed date at which all increases of salary should take effect?—I think so.

2527. Do you think there should be a readjustment at the next date?—Yes, I think it should be made fair for all, but everything should start from the 1st July.

2528. Should there be general preliminary examinations for all departments, or should there be special preliminary examinations for each department?—I should say a general examination would suffice. Other departments might view it differently. I think a departmental excise examination should be added in respect of the excise outside appointments.

2529. You have no objection to a general qualifying examination and then a special examination for the duties of the office?—No, if the general examination is made a broad one.

2530. What is your idea of the kind of examination for the preliminary?—It has to cover a good many other departments besides mine.

2531. Yours is a technical department outside, requiring special ability?—Yes, to a considerable extent.

2532. But, referring to the men you have in Ottawa, what sort of preliminary examination would you want if you were the sole employer of all this labour?—I should want them to have a fairly good general and liberal education, and an aptitude for figures, and the power to write a letter that you would not be ashamed of, which is not very often found even among those who pass examinations.

2533. How and by whom is the selection made from the list of qualified candidates in your department? Did you ever report against an official during the term of probation, and was another trial allowed, as provided in section 36, sub-section 2?—By the Minister. The Department of Inland Revenue was largely organized before the Civil Service Act came into force, and as Assistant Commissioner, I had very largely the choice of instruments. During that time I have on several occasions rejected officers sent on probation, and for that reason I think mainly we have a very good efficient staff.

2534. You say the selection is made by the Minister—is it made by him directly or on your recommendation?—Directly.

2535. Or through your intervention?—I never have anything to do with it. I take this to refer to temporary employment. I never made a recommendation that I know of for temporary employment.

2536. You ask the Minister when you require anybody?—Yes.

2537. He does not appoint anybody unless you name him?—An Order in Council is passed naming the person. The outside service is ruled in the same way.

2538. No, the outside service can be appointed without reference to you at all. Have you not anything to do with the selection of the men employed in your office?—I suppose if I insisted I would.

2539. What is the practice?—Practically the selection is made by the Minister.

2540. The initial report comes from you as to the necessity of the employment?—I generally say, we want another man here.

2541. But the selection of the man?—Is made by the Minister directly. I fancy, if there was a very important office to be filled, requiring special knowledge in a particular direction, he would give the opportunity of suggesting the man. If it were of sufficient importance to get out of the political rut, he would say: "All right, you may find your man." I do not, however, recall a case in point.

2542. Did you ever report against an official during the time of probation, and was another trial allowed?—Yes, I have, but it was twelve years ago. I have not under this Act.

2543. Have you ever had any reason to do so?—No, I think that the class we have had in the inside service has been such that there has been no reason to do so. We have got on very well.

2544. Has the head of the department ever gone outside of the list of qualified candidates to give you an employee?—No, I do not think he has for permanent employment.

2545. What is the practice in your department in regard to the appointments of persons having professional or technical qualifications, and have you ever had an examination held in any such case?—In the laboratory branch the assistant analyst, and public official analyst are submitted to a rigorous examination. I do not see why the same could not be done in all other technical branches.

2546. Is it desirable to have promotion examination, or if not, what would you recommend to be substituted? Have promotions in your department been made only when vacancies were to be filled, or has it happened that an officer has, while continuing in effect to perform the same duties, been promoted to a higher class?—No, I believe officers should be promoted when once on the staff, as such promotions take place in the commercial world, purely from fitness after having served a probationary term. Promotions have taken place in either way.

2547. Is it desirable to make to the Civil Service Board a yearly estimate of the vacancies likely to occur during the year?—I think that is the most absurd feature in the Civil Service Act. How can it be estimated how many will become sick or die.

2548. If promotion examinations are deemed desirable, should the officers earning the higher number of marks be the successful candidates, or should the promotions be made on the report of the head of the department, based on the recommendation of the deputy head?—Not believing in promotion examinations, my answer would naturally be that they should be based on the report of the superior officers, responsible for the work, concurred in by the chief and his deputy.

2549. Should not promotions be made by Order in Council?—Yes, but I think only after a term of probation, and a favourable report in respect of such probationary service.

2550. Did the head of the department ever reject any man who has been promoted?—No, I think not.

2551. Has any officer in your department after being promoted turned out to be incapable, and was the attention of the head of the department called to the case, and was such promotion cancelled?—No.

2552. Have you at any time by your certificate in the promotion examination enabled a candidate to pass whom you deemed unfit?—No.

2553. Did you ever in respect of the efficiency marks give a less percentage than 30 per cent. in the case of any candidate in your department seeking promotion?—No. Except in one case when I thought the officer had not been in the service long enough to enable me to form any judgment.

2554. Should not exchanges of position be made on the report of the deputy heads of the departments concerned?—I think so, if the deputy is to be held responsible for the proper administration of the department.

2555. Are exchanges ever made for the convenience of officers and not for the benefit of the departments concerned?—I cannot offer an opinion.

2556. Have not in your department frequent transfers taken place, from Railways to Inland Revenue, for instance, and vice versa?—Yes, we have had three or four transfers. Those however from Inland Revenue to Railways, made a year or two since simply followed their work.

2557. Have they ever been made, just to oblige somebody?—I do not know. I have not been consulted, I do not know what the object in view was.

2558. Neither deputy head was consulted and the transfers were made?—I do not know about the other deputy; I think he was consulted, but I was not. We had a case of a railway mail clerk who was transferred. I was not consulted, but I was told it was going to be done.

2559. But you had no power under the law in regard to it?—I never saw the man before.

2560. Did you lose or gain by the transfer?—I do not know.

2561. Have you, without your knowledge or concurrence, had men taken away from you who were efficient and doing their work well, and other men sent to you who were not as efficient, and did the service suffer in consequence?—Yes; I have, in the outside service. I do not know that I could measure the extent to which the service suffered. I would not wish to cast any reflections upon those who have been transferred.

2562. It amounts to this, that an inefficient clerk in one department is put off on some other department instead of being discharged?—The general understanding with the Minister is, that I have nothing whatever to do with appointments. That is the patronage of the Minister's friends, the members of Parliament. There is no question of that. This is an acknowledged fact; always provided, of course, that the requirements of the law are complied with. I refer mainly to the outside service. I think I should be informed of the Minister's intentions in respect of the inside staff, and have no doubt that if I made any serious objection as to fitness they would have proper weight.

2563. Should the temporary clerk or writer class be extended, or limited or abolished? Have you given any thought as to the desirability of having a junior division or boy copyist class? Do you recommend the creation of such a class. State generally your views as to the expediency of having a high grade permanent staff and lower grade writer and boy copyist classes? Under the present system, in what manner do you ascertain the necessity for the employment of extra clerks? Do you invariably select from the list of passed candidates; if not, are enquiries made as to the fitness of persons who are on such lists? Have you any women clerks employed in your department? Are they generally efficient, and are there any branches in your department in which women clerks could be exclusively employed?—I see. I have somewhat anticipated this question in replying to a previous one. I believe a high grade permanent staff, and a lower grade (but not necessarily boys) writer or copyist class would be a step in the right direction. There is but little need for extra clerks in our department. When required they are generally selected by the Minister. We have occasionally had lady clerks to do temporary work, copying, etc. Some of them are quite efficient.

2564. Necessarily there is a certain amount of scientific or technical knowledge required in your department?—Yes.

2565. You are not in favour of young lads entering the service, and going through a training?—Not in my department. I do not see anything good in it, for the boys or for the service. If you want really good men you can get them.

2566. If you had a temporary pressure of work, what is done?—I stated before that if there were a large room containing not boy copyists, but men, we could draw upon them when we required them.

2567. But what is the fact?—If we want an extra man for a month, or for two or three weeks, we tell the Minister and he sends us some one.

2568. At the end of that time what becomes of the man?—He goes.

2569. Should there be a general provision for equal leave of absence for all classes or should not length of service, nature of appointment and responsibility of office be factors in considering the extent of leave to be given? Should not leave of absence be compulsory? Should there be a limit, and if so what, in the case of leave on account of sickness? Has the business of your department suffered, and to what extent through the granting of leave to officers on account of sickness or otherwise?—In your department have any abuses prevailed as to the granting of leave of absence?—I think leave of absence should be graduated according to position, and it is probably desirable that it should be compulsory. The department has suffered by the lengthened leave granted to some of the officers, though I do not think it is open to the charge of permitting abuses to prevail under this head. I do not think the Government should be less humane in case of illness than commercial firms or corporations would be under like circumstances.

2570. Should there be a system of fines for small offences? Is it advisable to re-instate an official who has resigned his appointment, without the recommendation of the deputy head? Should any test of competency to perform the required duties

be shown, and is it necessary to appoint at the same salary?—I think if the deputy had power to inflict moderate fines, he could reach those who could be reached in no other way, but, with rare exceptions, I have found an appeal to the honour of the gentlemen under my supervision quite sufficient. As a rule I fancy an official, having resigned, would seldom be re-appointed except on consultation and with the approval of the deputy. His capabilities would probably be known, and he should be appointed if at all at a salary suited to the work he was required to perform.

2571. Do you strictly observe the law regarding the attendance book? Do all your officers sign the book? How do you deal with those who are late in attendance?—Yes. Officers are not in any case noticeably late. If arriving after ten, they have to come into my office to record their names. I have not found it necessary to reprimand officers on this score. Each day's work has to be finished each day or others dependent upon them would suffer. I have not found them attempting to shirk their work, hence if by accident a few minutes late, I should overlook it, unless it became habitual.

2572. Then a man could not come in and report himself and go into his room for half an hour and go out again?—Yes, he could.

2573. He could go away and not come back again?—No, because he would have to put down when he went away. In a small department like ours you know everybody. It is not like the Post Office Department with 200 men. I do not think practically anybody goes out of my department in that way. There are one or two men who are a little weak in that way, and probably will be as long as they live, but they are doing much better than formerly. There is no one who would go out as a rule without coming into the office and asking permission. These men drink more or less. Both have had a good education, but one has no application. The other is a good worker, in fact particularly so when not disabled.

2574. Your department is so small that you can practically have a supervision over your clerks at all times?—Yes, we have two or three branches, and each head of a branch has seven or eight men under his control, and he has the necessity to call for them or see them half a dozen times a day, and then one is dependent on the other. If a man in the financial branch misses his work for a day, the man in the statistical branch will say that he cannot finish his work because he cannot get the papers from the other branch.

2575. You have an efficient check upon irregular attendance?—The assistant book-keeper has to close his accounts with the collectors throughout the country every day, and all the remittances have to balance up to 1 o'clock on the previous day.

2576. Have you any suggestions to offer as to the Civil Service Act in general, or as to your own department in particular in connection therewith?—I have anticipated this in my open remarks. All I desire is to be freed from restrictions and regulations suggested in respect of other departments and made general irrespective of fitness. I find, wherever we turn, we are tripped up by some regulation, because the Department of Marine or some other department wanted a restriction imposed, and therefore the Auditor suggests that to the Treasury Board, and the Treasury Board make a minute which ties me down, when I should not be tied down in that direction. I previously said that I thought the Act constituting the Inland Revenue Department should be the Civil Service Act for that department. One of the reasons for that is that they are always making regulations which tread on our toes, and wherever we turn we find we have broken some regulation made on a representation of another department.

2577. You would have each department dealt with on its own merits?—Yes, then you could make the provisions more exact.

2578. The present system impedes and hinders you?—Yes.

2579. Have many changes in the character and extent of the service required in your department occurred since the passage of the Civil Service Act, and have, as a consequence, the duties in your department or of any branch or of any officer of your department been varied?—Since the first Civil Service Act was passed, we have added the Weights and Measures branch, and the Adulteration of Foods Act has led to the development of the scientific branch supervised by the chief analyst. On the other

hand, the collection of canal tolls has lately been transferred to the Department of Railways and Canals.

2580. Have any persons found their way into the service of your department who either from defects existing at the time of their appointment, or from advanced age or from bad habits, are ineligible for retention in the service?—We are not entirely free from the influence of bad habits in one or two cases. I believe, however, that in both cases a sincere effort is being made to overcome them with varying success.

2581. Are the number of persons employed in your department out of proportion to the increase of work?—I think not; the officers, one and all, are kept fairly busy. There is very little opportunity for idling.

2582. Has the work of your department increased beyond the capacity of the permanent staff, and if so, has it led to the employment for lengthened periods of temporary clerks, and has the rate of remuneration of these temporary clerks been increased from time to time?—No; the employment of extra clerks has only been occasional and for short periods.

2583. Have you any suggestions to make, more particularly in connection with any rules laid down under existing statutes that have been found inconvenient or impracticable and that would lead to irregularities?—This requires more time than as yet I have had to devote to the matter.

2584. Is it desirable for officials to sign the attendance book when leaving the department for any purpose?—Where the staff is large, I dare say some such check is indispensable. If there is a proper respect for the deputy, I do not think any officer would absent himself from his work without asking permission. The attendance book is kept in our department because it is required by regulation. I prefer to rely however on broader ground. I have seldom had occasion to repent of trusting largely to the honour of my subordinates. We have adopted the course suggested for some years.

2585. In your opinion are the office hours 9.30 a.m. to 4 p.m. sufficiently long, or could they be extended in your department with advantage?—There would be no great hardship in lengthening the hours of the deputies and higher officials, because they seldom get through their work by 4 p.m., but the lower grades who are occupied day after day doing the same monotonous work with nothing to challenge the fancy or to call for a thought beyond the mill horse work they are required to perform, do a good day's work if they work conscientiously from 9.30 to 4.

2586. Have any abuses prevailed in your department as to the length of the working hours?—No.

2587. Is it desirable that the officials should leave the department for luncheon?—Yes, in most cases, but the tendency to exceed the time actually required should be rigorously checked. I think a fine should be exacted if undue advantage is taken of the privilege. I do not see why an hour should be taken for a midday meal—in most cases half an hour would suffice.

2588. Do all your officers leave for luncheon at the same time; if that is the practice, is an arrangement made whereby the business of the department does not suffer through their absence. What length of time is given for luncheon?—No; half go from 12 to 1, and half from 1 to 2. We give them an hour.

2589. And the hours from 9.30 to 4 are with an hour for luncheon?—Yes. I think it should be half an hour for luncheon. I think the time should be prompt at 9.30, allowing the officer to go away practically at 4.30, if he is busy. We find our men do not as a rule get away till about 4.30.

2590. But if there is a pressure of work—an ordinary pressure of work?—Then they stay till 6 and come back after 6. We do not have any trouble about that.

2591. You do not give them extra pay?—Certainly not. At the close of the fiscal year several of them are always there for a month till 9 o'clock. We could not get along without it.

2592. Do you take care to ascertain that the length of service recorded in the Civil Service list is correct in the case of the officials attached to your department, and that in case of those officials who come under the provisions of the Superannuation Act such

service is only entered as would be counted for superannuation?—I never refer to the Civil Service list. Our departmental establishment book contains every information required for any purpose and any reports made to Council are based upon that book.

2593. In your department are the officials generally aware of the Treasury Board Minute of the 28th January, 1879, respecting the use of political influence; is its spirit generally observed; and in case of infraction has the attention of the head of the department been called thereto?—I do not think the members of the Civil Service generally look upon the Minute in question as seriously intended to be a rule of conduct, and are hardly likely to do so as long as political influence is the most potent factor in the advancement of many of their associates. Again in this I refer to the outside service rather than the inside.

2594. Is it desirable that a fixed daily allowance should be given for travelling expenses, or would it in your opinion be preferable to reimburse the actual outlay incurred?—I think a fixed allowance is preferable, but unless the maximum allowance is increased, a reimbursement of actual outlay would be only a matter of honesty. I do not believe the country desires its servants to supplement this allowance from their private purse when travelling on public business.

2595. Do you make in your department the same allowance for travelling expenses to all classes of officials and for all services, or do you discriminate and to what extent?—No; the allowance is graduated according to the rank of the office. The maximum allowance of \$3.50 per day determined by Order in Council is so far as the highest officers are concerned, a source of continuous private loss. I have never been able to keep within the maximum allowance. Officers of lower grade are allowed \$2, their travelling expenses being largely in rural parts and expenses less.

2596. In your opinion is a Superannuation Act necessary in the interest of the public service? If you deem it necessary, do you consider it advisable to restrict the operations to certain classes of officials having distinctive duties or otherwise? What change, if any, would you propose as regards the officials of your department?—Most certainly. It has doubtless retained in the service, many good men who but for the knowledge that in case of sickness their families would be in a measure provided for, would long ago have left. Many of the best men in the service have entered it after being wrecked in some financial storm, and have entered it merely as a temporary port of safety. The Superannuation Act alone has kept them there after the skies had cleared.

2597. Do you consider the ten-year term sufficient, or would you increase the number of years to be served before an annuity be granted?—I see no great need of any change.

2598. Do you consider as a rule the age of 60 years to be a proper age for retirement?—No. I do not think there is any proper age except that which brings with it incapacity. It may be 60 or it may be 75. In the interest of remaining members it might be well to fix a limit at the expense often of losing the service of able and efficient men.

2599. Would you deem it desirable to have all officials retired at a certain age, and what would be your view as to that age?—My last answer probably covers this.

2600. Would you grant the option of retirement to any official who wishes to retire from the service, and at what age should this option be fixed?—I think all officers having served 25 years should have the option of retiring. Even if in exercising that option they sacrifice something.

2601. Should any term, in your opinion, be added to the actual term of service of any official to be superannuated, however he may have been appointed?—Yes. If he has before entering the service acquired special qualifications. I do not think it is unfair that he should get the advantage of his acquirements, but the fact should be cited in the Order in Council appointing him and the Government should make good to the Superannuation Fund, the equivalent to the additional years allowed.

2602. If a term be added, do you consider it advisable to regulate such addition by confining it to certain offices designated, and by requiring a certain length of service

before such addition can be made?—I think it quite reasonable to require a certain length of service, before the privileges due to special qualifications are made available.

2603. In the Superannuation Act in England, the list of officers to whom the additional time shall be given is scheduled?—I would not ask for any special time to be stated for superannuation.

2604. In your department has the additional term or portion of additional term been granted solely to officials appointed to high offices for technical qualifications, to officials whose office has been either abolished or who have been retired for reasons of economy; or has the additional term been granted in any case to officials, who entered the service after the age of 30 years, and who never did anything but clerical work?—I cannot say that other influences have not at times been operative, but if it were imperative to state in the Order in Council appointing officers that they were appointed for special qualifications stating what they were and what additional service they carried with them, this difficulty would be overcome. In answering this question I had the outside service in view. The trouble in the outside service is that a man is getting up up in years when he is appointed, perhaps within five years of the time when he could legally be superannuated. He has a considerable parliamentary backing, and he wants an opportunity to get into something which will suit him better, and he gets pressure brought to bear and he gets ten years added because when he came in he knew something about brewing or something else which was not at the time he came in considered a special qualification but is now. I do not think that was ever intended by the Act, but it has been done.

2605. Under the Order in Council appointing an under-secretary or deputy his special qualifications are stated, and he might when going out lose the ten years he counted upon?—I think the Governor in Council might say they would not allow it. In my own case it was stated in the Order in Council that appointed me that I was appointed for special qualifications, but it did not say the length of time that should be added. Mr. Morris, who was then the Minister stated that ten years would be added, but it is not in the Order in Council, and the Cabinet might cut it off.

2606. Do you consider it proper that abatement for superannuation purposes be deducted from the salaries. If so, do you consider the present percentage sufficient or do you consider that it would be desirable, in the interests of the public service, to increase the percentage, in order to provide (a) that, if no superannuation takes place through death or any other cause, the official, or his representatives, should be reimbursed for the abatements deducted from the salary; or (b) that the officials who are superannuated might have the alternative of accepting a commutation in lieu of superannuation to the extent of the abatements paid by them?—Yes. I consider the present abatement insufficient and think the fund should be self-supporting, also that it should be an absolute and inalienable right. I do not think any official would accept a commutation in lieu of superannuation if limited to the extent of abatements paid by him. If the fund were self-supporting he would have an absolute right to that in any case. In case of death I do not see why he should not get the abatement though some other allowance should perhaps be made for the family. If the abatements were to be paid back, the fund would not be self-sustaining. You would have to make the rate high enough to pay for the expectation of life after 65.

2607. It would be a matter of actuarial calculation?—Yes, I do not think it would be fair to put the rate so high as that.

2608. Would it be desirable to have a system of insurance in connection with superannuation?—I say no, but I find the feeling of the service is very strongly against me there, both inside and outside. It might be well, however, to require every employee to insure his life, but if this were associated with superannuation, the healthy would have to pay for the unhealthy. It might be philanthropic, but it is not business. I do not see why, if I insure my life I should be on a par with men who are brought in for political purposes, with broken down health, and that I should be rated at an amount which would pay for them. If it were voluntary, it might be a great benefit to some, and would doubtless be very popular, that is, if the Government would undertake to run an insurance company, and it might be made optional to a person to go in or to stay out.

2609. If it were voluntary the Government would be open to pressure to take all risks?—That is what they would practically do. They would take risks that the other insurance companies would not. I think it would be a very good plan to require that every body who went into the Civil Service should be properly insured.

2610. In cases of dismissal or resignation, in your opinion should the abatement deducted from salaries for superannuation purposes be refunded?—I think not, always supposing dismissal to be for sufficient cause in cases of resignation. There is some thing to be said on either side. My present impression is against it, because, while remaining in the service he has had the advantage of the provision of the Act, and they are resigning only because something better is in prospect. If I contribute for 20 years to the superannuation fund, I feel a sense of security during that time that in case of sickness I can fall back upon that, and it is worth my while to pay two or two and a half per cent for that feeling of security, and I can still continue to participate in that if I remain in the service, but if another opening occurs and I take advantage of it and leave the service, the money goes to the benefit of the fund.

2611. In your department has it ever been recommended that a diminution of the allowance should be made on account of the services of an official having been considered unsatisfactory?—No. Not that I recollect.

2612. Do you deem it advisable to allow any extra term of service to any officers removed to promote efficiency or economy, or for any reason at all?—Yes, certainly. If a man has given 15 years service he has got out of gear with the outside world and has to begin over again.

2613. When once a superannuation is effected, do you consider it desirable to retain the power to call back to the service the person superannuated, and at what age would you place the limit?—No. Why should a man be kept all his remaining days in suspense. Once he has severed his connection he should be entirely free.

2614. There is a limit in the Act, to the age of 60?—Yes.

2615. You mention "all the remaining days of his life." The Government can call a man back up to the age of 60?—I consider that an injustice. If it suits the purpose of the Government to superannuate him, he should thereafter be entirely free.

2616. Are there any suggestions you would like to offer with respect to the Superannuation Act, or the working thereof?—Nothing beyond what I have already said.

2617. Is your department divided into branches; give particulars, including the name of the person in charge of each branch? What is the method employed in your department for the collection and deposit of public money?—It is almost impossible to do this. The duties of about half the employees extend over the entire area, viz., the financial and secretarial branches. The remainder are statistical clerks, and may be ranked under the head of excise, weights and measures, and general revenue statistics.

2618. Could you not tell us what each man is doing in your department?—Yes.

2619. We want a statement showing the number of men and the work each man is doing. Will you give us a synopsis of the work now being done and the cost, and also your idea of a good theoretical organization of your department, if you had a clean slate, and could commence over again?—I will supply that.

2620. We want to know what checks you employ in your department to secure that all the money that ought to be paid for excise duties reaches the treasury?—The most important feature of our system is the determination of the duty, and not its collection, which is a very simple matter after we have determined it. We have eight or nine men at each of the large distilleries. In the first place we weigh the grain into the establishment; our men check all the weighings of grain and see the quantity recorded to the debit of the distillers' books. We weigh the ground grain into the mash, and we test the alcoholic strength of the mash after fermentation is completed, and we keep entire control over that until it comes out in the shape of finished spirits at the tail of the worm into a locked receiver. That receiver cannot be opened except when our two special class officers are present.

2621. Now, have you any check on those officers to see that they are always doing their duty?—They have to put a label on these locks and the labels are all numbered

consecutively. The key cannot open the lock without puncturing the label. These labels are taken from a book, the stub of which must show why the label was used and the result of any test made. The label must be initialed by the officer who used it, and must after use be attached to the stub from which taken. The label book, when all labels are used and attached, is forwarded to the department.

2622. What checks have you upon those officers to prevent them from coming under undue influences from the parties who carry on the business?—Well, there are several checks. The first check is that there must be collusion between the two officers. There is the officer in charge of the distillery proper and the officer in charge of the distillery warehouse, and it is their duty to be present and to initial all the weighing of spirits from the receiver; the distillery's representatives must also be present, so that there must be collusion between these and the officers in order that a fraud may be perpetrated. But we do not necessarily charge a duty upon spirit as it comes from the receiver; we can charge a duty on the grain brought into the distillery, at a certain rate fixed by the law, or we can charge duty if it does not come up to a certain alcoholic strength, as against the beer or worts that goes into the fermenting vats, we can charge duty on that.

2623. You know, that a certain amount of grain or a certain mixture of grain, ought to produce so much alcohol?—Yes; and the law provides that we may charge duty in either of four ways—either on the grain used in the distillery at the rate of 20 $\frac{1}{16}$ pounds per proof gallon, or on the beer or wash, fermented or made at the rate of one gallon of proof spirits for every fourteen gallons of beer or wash, or on the amount of spirits found in the close receiver or in the total amount of spirits turned out of the distillery. The duty is generally collected on spirits as determined in the closed spirit receivers, because that yields the largest revenue.

2624. But that does not give you a check that the amount of spirits on which the duty is paid is the proper amount of spirits on which duty ought to be paid?—Of course, we have got to trust to a certain extent to the integrity of the men in charge of the distillery. Whenever a receiver is released to be charged with duty, our officers have all got to be present at a certain time at the examination. Then these spirits are released under the supervision of our officer, and are dropped into the weighing tank, where drafts of say, five thousand gallons each can be taken, and they are weighed and the duty is established by weight. The weighing officer keeps a record of every draft. They are also tested for strength, and there is a record made of every test, which is kept by the two officers in a book, provided for that purpose, where full details of weights of each draft, gravity, temperature, strength, gallons and proof gallons are recorded and computations shown in full.

2625. Have you ever known an instance, in your experience, of the officers not doing their duty?—No; we have had no such instance in the distilleries.

2626. Or the breweries?—We have not the same supervision over the breweries, because they pay duty on the malt—and not on the product—of so much per pound. Then the brewers make monthly returns, sworn to before our collector, showing the result in every brewery, how much malt used, and what the product was in ale or beer.

2627. In case of the distilleries do your clerks here check the returns?—There is a check right through, every item being compared with the distillers' and officers' books, and we can at any time assess the duty either upon grain or upon the wash, or in any other manner that the law allows. It seldom occurs that the charge for duty by any other than the "receiver" measurement is necessary, but a case did occur, I think, a couple of months ago, and we simply instructed the officer to collect excise duties, by that method yielding the greater revenue.

2628. What other duties do you collect, besides those you have mentioned?—We collect duty on tobacco, cigars, &c. I believe we get every dollar of our excise revenue.

2629. Do you take any bonds from men who handle money?—None of our men handle money, except collectors; all, however, give bonds.

2630. How are the duties paid?—As a rule, they are paid by marked cheque through the collector, and the collector is charged with all the accruals of revenue under the different heads, tobacco and so on, in his division. Every day every entry paper is charged up against him, both in his books and in our books at the department, so that we know how much has accrued. They close up their accounts every day at 1 p.m., and they have to bank all moneys that they have collected up to that hour, and their notification to us of a deposit mentions the last consecutive number of the entry paper on which the accrual is based, so that in our books we can just strike a column anywhere, and see whether the amount paid in, is the full payment of what has been collected; if not, an explanation is required. This, however, very rarely occurs.

2631. How do you follow all these quantities of spirit that are sent away in bond, as the greatest part of them are sent away from Toronto and Montreal and Prescott?—They give a removal bond; that bond is credited to that division and charged to another division.

2632. You have an account that shows the quantity of spirits that are in Prescott, and you charge the collector so much that he ought to collect there?—Yes.

2633. Now, he sends those spirits away down to Montreal and you credit him with the quantity sent?—Yes; and we debit the Montreal collector in the removal column, so that the aggregate removal credits in all the divisions always agree with the aggregate removal columns to the debit of all other divisions.

2634. Then you have an account against the collector in Montreal and you look to him to collect so much revenue for you from those spirits?—Yes; it becomes a liability the moment it is shipped from any other division to Montreal: it has got to be shipped by a removal entry and it is credited to one division and debited to the other.

2635. How do you keep track of it to know where it is?—It has got to be accompanied by a "permit." A railway company has no right to carry spirits at all unless they are accompanied by that "permit." Suppose there are a hundred barrels, each one has its own numbers and marks upon it. That "permit" goes forward with the shipping bill and is delivered to the consignee.

2636. Now, how do you follow it into the custody of the consignee?—When I say consignee I am not quite right. We have adopted the principle of having them billed to our collector instead of to the consignee.

2637. What we want to find out is, where does the barrel go to? A barrel of spirits leaves Toronto (from Gooderham and Worts, we will say), and goes down to Montreal or Quebec. You say the railway cannot carry that particular barrel without a "permit;" they cannot take a lot of a thousand barrels, we will say, without a "permit." Now, when these lot of barrels go to the railway station who is there to look after them on your behalf?—Well, there is no one, but we have got a bond in the meantime from the shippers for twice the amount of the value of the duties, and if it is not delivered in accordance with the undertaking they will be subject to double duties.

2638. That is the penalty?—Yes; and further the collector at the receiving division has his entry mailed from the sending division so that if not delivered within reasonable time enquiry would ensue.

2639. It is their business to look after it?—Yes. The shipping bill goes direct to our collector at the receiving division.

2640. Do you mean a bill of lading?—Yes.

2641. It is his business then to look after that lot of barrels?—Yes; he looks after it and he sends a notice to the consignee. Then as soon as the latter has paid freight on it, he will have delivery, and the moment the order for delivery is given it goes into bonded warehouses and is locked up with our own lock. They cannot open it without our key.

2642. You have actual possession of it?—Yes.

2643. Then it is just like a customs matter, if they want their goods they pay their duty?—Yes. It is only while it is in transit that it is out of our direct control.

2644. Do you have any trouble with leakage?—We make no allowance for leakage. The consignee and the signor have got to settle that between themselves; we do not allow for any leakage.

2645. If the barrels turn out to be empty while they are in your warehouse, you still exact a duty of them?—Yes.

2646. And does the system work well?—It works like clock work.

2647. In England a merchant keeps it in bond in his own store; are you aware of the custom in England?—I am not.

2648. In almost every large wholesale store in Montreal ten years ago, it appeared that there was a bonded house in the store, particularly in the tobacco line?—It is the same still, but it is a felony to break the lock open.

2649. You have a bond covering these goods there too?—Yes.

2650. They do the same thing in the customs too?—They do. It must be understood that they pay a license for those bonds, and although those bonds are in their own warehouses, they are practically Government property on which they pay rent.

2651. Do they pay the Government rent?—They pay \$20 a year.

2652. That is in order to constitute the Government a sort of proprietor of that particular corner of the warehouse?—Yes, and it is a felony for them to break into it.

2653. In the case of spirits the duty is far more than the value of the articles?—Of course; we have got to test them from time to time to make sure they are not replacing them with water or diluting them. In our bonded factories we require them to have a double flooring above and below these stores as a greater protection.

2654. How many distilleries have you?—Nine.

2655. The number is decreasing, is it not?—It is about the same as it has been for the last nine or ten years.

2656. Has not the law respecting the maturity of spirit had the effect of consolidating the manufacture in fewer hands?—Well, it has kept it there. It has not rendered the establishment of additional distilleries any more easy.

2657. There are only five firms now who make it in any considerable quantities?—There is Gooderham & Worts, Walker, Seagram, Wiser, and Corby, and two purely malt distilleries. Those are the five main distilleries. There is also one in Halifax and one in Hamilton.

2658. You say that at a place like Gooderham & Worts you have two officers?—Two special class officers and several subordinates.

2659. To see after the manufacture of spirits?—Within the last two or three years we have changed the method of supervision very materially. We found that the entire supervision of the distillery and the warehouse was too much for one man and so we made the distillery and the warehouse two separate and distinct surveys. The debit of the distillery stock book of course shows the production at the close receiver; then, on the credit side is recorded the mode in which it is disposed of, which is chiefly by being turned over to the warehouse account, and the credits of that column will constitute the debits of the warehouse. Then the warehouse account is relieved by the spirits being removed in bond, or by being exported, or by being entered for consumption; so that these two surveys are practically distinct surveys, and the two officers only come together when, according to the departmental regulations, they attend together for the testing of spirits in the close receiver and for the transfer of spirits from the one survey to the other.

2660. When you speak of debiting and crediting, all that is done in Ottawa by your staff?—No, that is done in the distillery as well as in the office of the collector of the division and at the department. We have our own officers and accounts of the distillery and if the distiller wants to know how much they have in a certain lot of spirits, they often come to consult our books. We are practically running the distillery from the receiver onward, we get three-fourths of the proceeds and they get the balance.

2661. What do you pay those two officers at Gooderham & Worts?—I think they get about \$1,400 or \$1,600 each. I know we have had a very hard struggle to get their salary raised. They are men that do for the Government the same kind of work that the corresponding men in the distilleries are employed to do for the distillers, and those get \$3,000 or \$4,000 a year.

2662. It would pay Gooderham & Worts to give these two men a very handsome bonus?—No doubt; if there were any disposition to do so on their part. But I have not the slightest feeling of anxiety on that point, either on our behalf or on account of the class of men that we have to deal with as distillers. There is too much risk to run. They know that anything of that kind would be found out because we have got a counterpart of all their transactions at the department, and they could not carry on a system of fraud many weeks before it would be discovered. Besides they are men of good social standing—not that we abate anything on that account.

2663. Could there be any means of collusion between the distiller and the Government employees in the distillery?—Well, it would have to be concerted.

2664. You say they could not run it a week without being found out; but things are always found out sometime and the question is how long after the deed?—I would not say that there might not be discrepancies which might last perhaps until the end of the year, or until they took stock, but they would have to falsify their entries all through. Supposing at the close receiver they have ten thousand gallons, and by some means or other they only charge for an accrual of eight thousand gallons; in that case they have got to get away with two thousand gallons before it gets to the warehouse, and how are they going to do that? There are so many other checks that it would be practically impossible to commit a systematic fraud even if they wished to.

2665. They could not succeed by corrupting one man, they would have to corrupt two?—They would practically have to go right through the whole routine. They would sell themselves to at least four of our officers and place themselves at the mercy of their own employees.

2666. It would only be necessary to corrupt both officers?—It would be necessary to pass a false entry charging the stock books, then they would have to get away with that two thousand gallons which would have to be moved surreptitiously as the only credit to the distillery is through the warehouse.

2667. In order to compute the quantity of spirits in the vat, or in what you call the close receiver, you have what you call a dipping rod?—Not now, that is done away with. All quantities are now determined by weight.

2668. What about the strength of this?—We take the strength by Sike's hydrometer and the gravity is also checked by a German instrument, (Westphal Balance), which is used a good deal and which is so accurate that you could not make a mistake of one gallon in ten thousand pounds.

2669. Under this law they have to accumulate tremendous masses of spirits either in tanks or barrels; how do you know that these tanks are not filled with water?—When they are filled and when delivered over for removal or duty they are tested, and they are always under lock.

2670. In Walker's establishment the whole warehouse is divided into little cells, a barrel in each cell; there are thousands of those barrels?—We took stock last year and found there was one barrel missing. We traced it up and found that they had shipped by mistake 501 barrels instead of 500 by a steamer, and the customer got the benefit of it. Our survey was the means of their locating and recovering that one barrel. They had about three million gallons in stock and that discrepancy was discovered through our officers taking stock at the end of the year. They had to identify probably 70,000 barrels.

2671. The trouble has been in the past in the use of the dipping rod that the greatest weight of the spirits to some extent falls to the bottom of the Receiver?—No; but we are liable to constant difficulties owing to the change in shape of the copper storage tanks, etc. Formerly we took merely the measurements, now we weigh everything.

2672. Is there a great difference between the weight of a gallon of spirits and a gallon of water?—About 20 per cent in high strength spirits.

2673. Is that your means of testing?—It is based on the specific gravity of water, we weigh them up to about three decimals. Then the difficulty that we found, until the present system was adopted, was that the bulk varied at different temperatures.

2674. You mean to say that a gallon would weigh eight pounds at 60 degrees with the barometer at 30, and that the weight would vary under other temperatures?—The weight would remain the same but the volume would be increased or decreased as the temperature was raised or lowered.

2675. So your present test leads to a certainty, while the old test of the dipping rod did not?—Yes; it is an absolute certainty.

2676. And this little army of men whom you employ outside you say are men who, in a commercial service, would have very much larger salaries?—I have no doubt of it in the world, in respect of many of them.

2677. That is, there are men of technical ability?—Yes, to some extent, especially the higher officers.

2678. Would it be worth while for Gooderham and Worts to say to one of these men: Come and serve us and we will give you 50 per cent more salary?—I have no doubt it would. But they are quite as much interested as the department in having good men as Government officers.

2679. Is it a wonder that they do not?—I do not consider they are paid what they are justly entitled to even now.

2680. You pay for professional skill?—Not only that, but you must have men who are out of the reach of corrupting influences.

2681. That is a great deal to expect of a man to whom you give only \$1,600 a year?—Yes; I may say that we have been very fortunate in the selection of our men. In the first place we have two men at the head of these important surveys who have passed a special class examination; they cannot be special class officers unless they pass a special examination, which is a great deal more technical and is really a difficult test to pass. Their salary has only been \$1,200 up to a recent period.

2682. Is not the professional skill involved such that almost any one could qualify himself without much trouble?—He would have to have a certain amount of practical experience; I do not know that it requires any unusually great natural ability or talent, but it is a matter that requires industry and integrity, and no man can attend properly to his duties in a distillery if he has his mind anywhere else.

2683. How long hours are they employed?—From seven in the morning till six at night. Their qualifications must be acquired by actual experience; it does not require a high classical education but they must have a liberal knowledge of mathematics with which they ought to be tolerably familiar in order to make correct computations in mensuration, and they must have good judgment—in effect their talents must be all available at any hour.

2684. An attempt to corrupt your men would lead to the seizure of the whole establishment?—Yes, and they would not like to take the risk of having two or three million dollars worth of stuff seized. Our regulations are most arbitrary; the only thing that make them tolerable is the fact that they are administered with fairness and justice and with due regard to practical commercial requirements.

2685. So that in addition to all the other checks you have special regulations against corrupting your officials?—Yes.

2686. Do you pay here all the salaries of those outside officers?—Yes, we pay them in this way: we issue a cheque to the collector for the whole amount of his division and then he has to put that to the credit of a special salary account and draw his own cheque.

2687. How do you know that the officer gets his salary?—We get the pay-list back signed by each officer.

2687½. Would it not be better to pay by cheque?—His cheque is payable to the officers and require endorsation.

2688. His cheques are returned to you?—No.

2689. You must get them to satisfy the Auditor General?—I do not recollect exactly. I know there have been two or three changes since I have had anything to do with the accounts. I think the return of the signed pay-list sufficient.

2690. You have no purchases in your department?—No, not to any extent.

2691. Who signs the cheques for the the salaries of all the outside officers?—I sign and the accountant signs. He always draws them out first and I sign. I never attempt to check them. I assume they are right; in fact, if not right the Auditor would not pass the pay-lists.

2692. They are all payable to order?—Yes, but to the inside service cheques are all made out directly to them.

2693. What system of purchase is adopted in your department?—There is but little need for purchases beyond what the stationery branch can supply. Furniture is procured by requisition on the Department of Public Works. I think if some of the restrictions as to purchasing supplies were removed the department could save time, annoyance and money.

2694. You collect revenue through stamps do you not?—We require that stamps should be placed on tobacco and cigars. We do not sell stamps. They are only *prima facie* evidence that the duty has been paid, but they are no absolute proof of duty.

2695. That is to say, the stamp is not money? Well, it is practically, it represents money. For instance, we have coupon stamps running from twenty-five to thirty-five pounds, with a coupon for every pound additional, and when a man pays a duty on so many hundred pounds of tobacco he sends in a requisition saying what denomination of package he wants it for. Then we give him the stamps for those packages and they are supposed to be put on in the presence of our officers.

2696. But where does the actual money go?—Whenever he makes a requisition for these stamps and passes an entry, then the duty is paid on the tobacco described in that entry, the stamps are issued to cover the individual packages making up the amount on which duty is paid.

2697. You sell stamps, do you not?—No, we have always resisted that interpretation because sometimes they have lost stamps and we have refused to recognize our responsibility.

2698. Practically the tobacco dealer makes a requisition on you for a certain amount of stamps?—Yes, to cover the goods upon which he has paid duty and without which they cannot go on to the market.

2699. For which he pays at the time?—Yes.

2700. And when his packages are ready he puts them on?—Yes, and he pays the duty at the time he makes the requisition.

2701. Then who has the custody of those stamps which can be sold for money?—They are kept in a vault here, and there is a regular account kept of them. A number of each denomination is sent to each division, and they have to account every month for the disposition of those stamps, and our inspectors, from time to time, check over what remains in their hands and certify on their returns that the balance alleged to be outstanding and on hand has been counted over by them.

2702. As a rule the collectors have not more than a fortnight's supply on hand?—We can hardly tell. We do not know what demand may spring up at any time. They are not supposed to have on hand any more than would probably meet the requirements.

2703. Of course these stamps are not like postage stamps which everybody buys; they are only available to certain individuals?—That is all. Besides that they cannot put them on. Our supervision of each factory is such that we can control their use. All these stamps have numbers on them. Supposing we found a factory putting on stamps numbered with figures beginning at say 500,000, and we know that all that have been charged against them were in the 700,000. That would show that they had got stamps of a different series and it would be reported at once if the officer is well up to his work. We would enquire how they got those stamps, knowing that they did not come from our department.

2704. You say your collectors give bonds?—Yes.

2705. To cover any sums in their hands?—Yes.

2706. The general rule is that all officers of the Government who handle money give bonds?—Yes. The collectors do not handle much money, nine-tenths of the money

comes in the shape of cheques. But still you cannot insist upon a man giving a cheque if he choseth to pay in money.

2707. You encourage the public to deposit directly in a chartered bank, if they can, to the credit of the Receiver General?—We encourage them in this way: We require all duties over a certain amount to be paid by certified cheque to the order of the Receiver General. I suppose nine-tenths of our revenue in large places is collected by means of cheques or drafts in favour of the Receiver General.

2708. In addition to his salary is any official in your department in receipt of any additional allowances or perquisites, and if so, please state the particulars?—No. I may add that there is an additional check on collectors that I have not mentioned. We have what we call an entry number book, and every transaction which goes through the Inland Revenue Office bears a consecutive number. It may be a removal in bond, or it may be an entry ex-warehouse for consumption; whatever it is it bears a consecutive number, and is entered in this entry number book, which is a wide book with many columns, and we state in the proper column whether it is for warehouse, for removal or otherwise. It would be almost impossible for a collector to collect money on a certain entry or withhold that entry, because it would be noticed. Supposing it were entered in the entry number book and forwarded to the department with a number which did not correspond with the dates and time when the entry was actually passed, that would call for enquiry at once in the department. It has to be entered when it is received in that entry number book, which book is kept by some officer other than the collector, and there is a fixed liability when it is once entered there.

2709. The system compels him to make evidence of each transaction as it occurs?—Yes.

2710. He cannot defer making his record?—No; before that entry can be acted upon, it has got to have its number and be entered in the entry number book.

2711. Is it possible, in your opinion, to reduce the expenditure on account of the services under the control of your department without impairing their efficiency, and, if so, state in what way?—No; if reference is made only to the inside service. If to the outside, some superannuations might be made. We might, however, do away with a couple of clerks and make others work harder, but the class of duties they would have to perform would be entirely dissimilar to those they would be doing the rest of the time. I doubt if any benefit would accrue.

2712. Are any of your officers in receipt of salaries other than their official salary?—No; not at present.

2713. But you do not think there could be any further economy by dismissing any of your men?—I think not to the general advantage of the department.

2714. In your department have any abuses prevailed in connection with the supervision of payments?—No.

2715. We want to know whether abuses have prevailed in connection with payments anywhere?—I do not think any abuses have occurred that I can call to mind. We have dismissed one officer for manipulating his contingent expenses or something of that sort, but that is the only case we have on record. This was in the outside service.

2716. Have you any suggestions to make with a view of possible amendment to the Audit Act?—I would prefer to reserve this for more careful consideration. I believe the Contingencies Act should be less cast-iron in its requirements. Deputies are required to sign this certificate in person: "I hereby certify that each item of this account has been incurred upon the requisite authority, and that the expenditure was necessary for the public service. I further certify that the articles and services charged for have been received and performed, and that the prices charged are in my opinion severally fair and just." In many cases they cannot conscientiously sign this. If I sign it in respect of a subscription to some remote country paper, I know it is incurred upon competent authority—probably by a general order in council—but I cannot state that the expenditure "was necessary for the public service," and ought not to be compelled to do so. Too many restrictions are far more dangerous than their entire absence.

2717. Have you any suggestions to offer respecting the rules and regulations governing the receipts and expenditures of your department?—I think they might be made

a little more liberal in regard to seizures of illicit manufactures. At present our collectors have no right to share in any penalty or seizures, and that is right enough in respect to licensed places. There might be a tendency on the part of the less scrupulous of them to make difficulties with manufacturers on mere matters of regulation, and to get them fined \$100 or \$200. I recommended, and the Minister concurred in the matter, that the salaries of collectors should be raised in lieu of their right to participate in seizures of all kinds, and the result has been that we have had less friction with that class. They are now generally disposed to tell a man: "That is not according to regulations, and if do you not comply more thoroughly with the regulations we shall have to bring you before the department," and that generally rectifies the matter; whereas before they had to wait till they had committed themselves to an extent, that the department could not overlook. Although there was no fraud, it brought them under the regulations, which are very arbitrary, and a fine had to be imposed. Then by increasing their salaries a little they consented to have their right to participate in the seizures taken away.

2718. Does that work as effectually for the protection of the revenue?—I think so. We do pretty much at headquarters. We have such a complete control and knowledge of all the details that I trust our statistical clerks here very largely to point out anything that is wrong.

2719. Have any of your officers at headquarters benefited through these seizures?—No.

2720. They do not share at all?—No, I think it would be better to allow collectors to share in illicit seizures. If they seize a distillery that is not working under the law or excisable goods which have escaped the duty, I think they should be entitled to a share of the seizure. Supposing they seize a cargo of spirits being smuggled in up the Gulf of St. Lawrence, why should they not participate.

2721. Does the intelligence come in from informers?—Yes, in general.

2722. Just as they do in the custom house?—Yes.

2723. Does it happen sometimes that the informer cannot make out his case to the injury of the credit of a respectable firm?—We do not receive any information about licensed houses.

2724. Your system is not vexatious and inquisitorial?—No, it would be very annoying to the trade if we did not exercise a little discretion and courtesy. The immense powers we take by law permit liberal treatment.

2725. If any of your officers had the right to share in the distribution of penalties and forfeitures, it would tend to weaken public confidence in your fairness?—It might. I do not think it is all desirable, if you refer to the inside staff.

2726. In case seizures had been made, down the St. Lawrence, of spirits coming from Newfoundland and Miquelon, any of your men could share?—Yes, but in case where the collector is interested he could not share. In such a case I think he should.

2727. The subordinate officer would share, but not the collector?—I think in one or two cases, the collector himself set the man on the track, and was fairly entitled to a considerable share of the proceeds.

2728. What shares do you give to the Crown?—I think we give one-third.

2729. Just the same as the Customs?—We have got a long Order in Council differentiating the amount according to the extent of the seizure.

2730. None of your outside officers have benefited to any considerable extent in seizures?—No, it is a minor thing; they used to benefit very largely twenty years ago, but not now.

2731. These shipments of smuggled goods that have been seized lately in the St. Lawrence, were they seized under the present system?—That is outside my department; to a large extent they were Customs seizures.

2732. But your officers have been concerned to some extent in some seizures that have been made?—They have.

2733. But you also act in cases where manufactured spirits are seized?—Yes.

2734. Under the present system of selling seized goods, it militates against the honest trader?—Yes, and it displaces so much of duty paying spirits. So much is that

the case that spirits can be laid down in the Gulf at 60 cents a proof gallon. We will suppose that a man in Boston enters into collusion with a Customs officer in Quebec—I must not be understood to imply that such a case has happened—and he says: “I want to ship a cargo of spirits to Quebec. I do not want to transgress any of your laws. When it gets to Isle aux Coudres or some other place, I will wire you, and you go and seize those spirits. Thus you do not break any of your revenue laws.” In this way the spirits might be shipped with the intention of being seized. They cost 60 cents a gallon and they sell for \$3. It is a pretty good speculation. One-third goes to the informer. I would recommend the Government to give 50 cents a gallon as a penalty to the informers and seizing officers, and destroy the spirits, and they would then be gainers of over a dollar a gallon, as compared with the existing practice.

2735. But if you were to seize the steamer also, that might cure the evil?—They put it on board of old boats that are not worth seizing.

2736. The only cure is to empty them into the river?—Yes, destroy them. They would not repeat the operation very often if they only got 50 cents a gallon. The informer would get one part of that.

2737. Should the inspectors of weights and measures be exempt from examination?—The deputy inspectors of weights and measures should all be mechanics.

2738. Do you think the inspectors of weights and measures, the deputy collectors and preventive officers should be exempt from examination?—I do not think anybody should be exempt from examination where the examination would be any test of fitness. Our deputy collectors of Inland Revenue have become exempt, simply because the Minister consented soon after he came into the department, to do away with the political nomination of collectors; and that was a gain to us. We provided that collectors can only be promoted for efficiency, and the deputy collectors—class *b*—do not amount to much.

2739. How many deputy collectors have you?—We have two classes, in all there must be about fifty, of whom probably twenty-eight or thirty are class *b*.

2740. How many inspectors?—About eleven.

2741. Are they constantly employed outside?—Yes, they have a certain district. They make reports every quarter and they also check the collector's monthly statements of transactions.

2742. Do we understand that this system of exemption from examination for deputy collectors is to enable the department to get an efficient staff of collectors?—I do not know what the object of it is exactly. I suppose it is to make a loop-hole.

2743. You want your collectors to be efficient men?—Yes.

2744. And in order to throw a sprat to the whale you allow deputy collectors to be appointed without examination?—That is it. The minister yielded further to the extent that the deputy collector at headquarters of any division should belong to class *a* and that they should be subject to our examinations. But the deputy collectors appointed for subordinate stations were deputies of a different class altogether. And there is some reason in that, because a man who is stationed, we will say at Almonte a subdivision of Perth, has to collect duties there and do every thing that a collector would do if this occurred at headquarters, and yet the value of his services altogether may not be worth more than \$500 or \$600 a year, and they just appoint him without much regard to his qualifications. Of course not many qualifications are required. Generally speaking I do not think they run to \$600 a year. They are generally an untried class of men and get poor pay. There is no serious loss except in the multiplication of them; there is a tendency to increase their number, that is the chief danger.

2745. What is your opinion about deputies' salaries? Should they all be graded alike or should they vary according to circumstances of each department, length of service, &c. ?—You are now referring to deputy ministers. I think there should be some distinction between a more and a less important department. But still perhaps not. They have all got to occupy certain positions and keep up the dignity of their department. It seems to me that they ought to enter at the minimum and go on increasing up to the maximum according to length of service. I think, perhaps, there ought to be

two grades. But I would not like to create the impression among my colleagues that I thought my position was any more important than theirs.

2746. What is the idea of the minimum of each grade?—I think the present minimum is too low, but you cannot expect to get the salaries up as long as deputy ministers are so wretchedly paid. Of course it is worth something to a man to be in a position of permanence and security, and in a respectable employment. I do not expect to get the status of the deputy heads raised much beyond what it is now, at \$4,000. It might go to \$5,000 perhaps some time or other. I think it ought to go to \$5,000, but it is perhaps doubtful whether it will.

2747. You said something about two grades : what is the limit of your lower grade and upper grade?—I should be satisfied with \$5,000 as the limit of the upper grade.

2748. Would you think it desirable to give a deputy an annual increment, or appoint him like a judge with a fixed salary?—I have not thought much on that subject, but I think length of service might fairly be taken into consideration.

2749. Are there any men in your department of the higher grade doing inferior work?—Well, there are men who have become first class clerks that are doing statistical work, which *per se* I should rank as second class work. But still they are industrious and capable of better work.

2750. Do you think that in all the departments there should be a distinctive line of duty for first class clerks?—It is very difficult to know just where to fix it. My impression is that the staff in all the departments, the fixed and permanent staff, ought not to be beyond twelve or fifteen. They can get all the assistance to do the mere routine work on better terms than now, that is if you can do it without sacrificing vested interests.

2751. In your department these men are all called first, second, and third class clerks. Would you make any difference in their titles if you were reorganizing your department? For example below the deputy head there may be a secretary, there may be an assistant secretary, there may be in some large departments a chief accountant or deputy accountant?—We practically have them arranged in that way now.

2752. They are all called clerks?—That is one of the cast iron regulations of the Civil Service Act that I would like to get rid of. I do not see how you can squeeze everybody down into a clerkship. I think beyond the chief statistical clerk that all the balance of the statistical work could be done by a permanent lower grade class of clerks.

2753. You have mentioned in your memorandum the method in which appointments are made. Should deputy heads have the power to suspend at all times?—I think so. If they are to be held responsible for the conduct of their department they should certainly have the means of bringing their men to book.

2754. But when the Minister is here at Ottawa, is it not as well to mention it to him before you suspend the man?—I suppose so.

2754½. If the Minister is in Ottawa, is it not better to have an understanding with him before you suspend?—The result might be this, that there might be some men that you would not suspend.

2755. But would it not be better to settle the question of suspension with the Minister if he is here, instead of acting on your own responsibility?—It depends upon whether my Minister would be willing to abandon his prerogative. I doubt very much if the Council would sustain a Minister in putting a man back that the deputy had for sufficient causes suspended, unless there was very good reason for it.

2756. But on the mere matter of suspension, the Minister would not have to go to Council?—I have been supposing all along that a reorganization would take place and that you would have some independent board to whom this matter would be referred.

2757. This question is being asked in view of the present system?—Under the present system I do not court any change in the matter of suspension. The question is one of far more importance to the outside than inside service.

2758. If the Minister is here you think it is not worth while to have the power, because you would not exercise it unless you consulted him first?—I do not see that anything would be gained if the status of the deputy head remains as at present.

2759. But if there was some appeal to an independent board you think it desirable that the deputies should have the power of suspension, whether the Minister is present or absent?—I do; but I must say, in regard to that, that I never found my Minister standing in the way. I think the influence on the subordinate officers would be better if they felt they were in the hands of the deputy, because it is a more lasting influence.

2760. You spoke about a board of examiners, you have said nothing about salaries in that scheme?—I think it should be a substantial position, that is supposing the board were practically a Civil Service Board instead of a board of examiners. They would be charged with very important duties, in fact they would be a court of appeal in all cases of dispute. They should be first class men and should get good salaries.

2761. You would not attach other offices to them?—No.

2762. How many should there be?—Two or three would be quite enough, probably better than ten. Even one, if he had full powers, would be just as good as two or three.

2763. All your staff are scheduled under the Civil Service Act?—I think so.

2764. That is to say that all your outside officers as well as inside, are scheduled under the Act?—Yes. It results in bringing them under the Superannuation Act.

2765. Your outside officials are appointed without regard to age?—I think they are.

2766. And as a consequence, does it not add to the Superannuation expenditure?—I suppose it does to a certain extent, that is to say, theoretically it does. As a rule we get young men and they cannot enter until they have passed the qualifying examination; there are certain other requirements also. Then they cannot rise in the service unless they pass further excise examinations.

2767. But you must expect that from every young man?—Well, those that are too young and those that are too old fail some times; but the tendency we find with the qualifying examinations is to bring in a class of men that are proficient in such knowledge as is required for rural school teaching but are not particularly remarkable in business matters.

2768. You have not had many new appointments to your inside service since the act of 1882 came into force?—No.

2769. Are you aware whether, generally throughout the public service at Ottawa, any new appointments have been made since 1882, after repeated trials to pass?—I do not know.

2770. One of your officials has died within the last two or three days?—Yes.

2771. Can you avail yourself of the opportunity to reduce the cost of the staff?—We have already got somebody in the department who is practically doing part of his work now. But we are short-handed now. The Assistant Secretary is over-worked.

2772. Is this person now doing this work, on the staff; or is he temporary?—He was put on lately.

2773. And you will continue to let him do this work?—Probably we will in part, but the expense will be reduced as compared with the last two or three months. But it won't reduce it much less than it was before the other man became ill. This man has been taken on since he became ill. He is included in those two temporaries I have mentioned.

2774. Then if you made him permanent it would reduce the staff from 27 to 26?—Yes. That number has not changed within the last ten years.

2775. But your staff must be very much larger?—No, but they are much more efficient than they were ten years ago.

2776. In the concentration of work at the large distilleries is there not an opportunity of lessening the staff?—No, we have got room for every man who is there.

2777. Do you make your cashiers and collectors, who handle money, take leave of absence?—There are but few of them who handle money and I think it would be just as well to make them take compulsory leave of absence. I quite agree with the theory that they should vacate the office at times. I think there is no need to make it compulsory because they are glad enough to get their leave.

2778. But there is no compulsory rule?—No, I think it would be better if there were.

2779. Is there any obligation under any Act, for your department to pay the expenses of culling timber at Quebec and Montreal?—Yes, the Cullers Act.

2780. The Cullers' Act only applies to Ontario and Quebec?—The thing is an anomaly, there is no doubt about that.

2781. There is nothing in the constitution of the Dominion that enforces the Cullers' Act in any province?—Except the Cullers' Act itself.

2782. It involves an expenditure of \$20,000 or \$30,000 a year?—Yes, but a revenue of \$18,000 or \$20,000 is derived from it. The net expenditure is about \$12,000.

2783. Could it be done away with?—No doubt it could. I dare say it would be a benefit to do so, but some of the shippers would be sorry to see it done away with.

2784. Does it give character to the timber and lumber in the foreign markets?—Yes, it avoids complications in shipping.

2785. If it gives character to lumber in Montreal and in Quebec why should it not be extended to other provinces?—I drew up an Act to do that two or three years ago which was agreed to by the Chamber of Commerce at Quebec and the Board of Trade in Montreal. I think it was thrown out because the New Brunswick lumbermen did not concur in it.

2786. But it is quite in the line of duties devolving upon the Central Government in regard to the inspection of wheat, pork, pearl ash and such articles?—Yes. I wanted to make it one of the items under the Inspection Act and appoint a chief inspector and let him appoint his deputies.

2787. What services do the Dominion get for the \$30,000 a year?—We get a certain revenue but nothing like the expense. Still you must bear in mind that for a good many years after the inception of this Cullers' Office the Government got a considerably larger revenue than the expenditure.

2788. But as a charge to the Dominion the present system might be reduced or modified?—I think so. It is a question of fees altogether, and optional.

2789. Is there no recouping from the owners of lumber for this service performed by the Dominion?—There is a little revenue. The fact is it was a very good act when it was passed and was necessary to protect the producer against the shippers in Quebec. They swallowed up everything. This was an effort to remedy abuses and it was all right enough then. But now all that has passed away, and I fancy that the only reason why the act is retained is that there are a number of men holding the office of Cullers and the Government do not like to throw them out of employment. Then a routine has been established which shippers have become accustomed to.

2790. There was an expenditure last year of \$84,000 for methylated spirits?—But there is a revenue of over a hundred thousand dollars.

2791. How is that shown in the public accounts?—I do not think it was shown last year. I was overhauling my accountant the other day on that very point. This year you will find it brought into line. It was an experimental thing for some time and we got a vote of \$5,000. Last year we made a profit of about \$20,000 on it over and above expenses.

2792. It is a revenue producing thing?—Yes.

2793. Nevertheless the fact remains that it cost \$84,000 to make \$100,000?—Yes, we are bound by law to restrict our profits to about 15 per cent.

2794. Who has the management of that business?—We have an officer in charge. We receive all the orders here and send them down to be filled, and they are sent forward to the collectors in the different divisions.

2795. Where is it manufactured?—In Sparks street, Ottawa.

2796. Do you think the expense of making it could be reduced?—The whole establishment is only worth two or three thousand dollars.

2797. But how is it that it cost \$84,000?—That is for buying the wood naphtha and the alcohol. It is not the cost; it is the outlay of capital in order to produce; it is the purchase of alcohol and wood naphtha and working expenses in connection with the same which costs the \$84,000.

2798. The object of your undertaking to manufacture it was to prevent the danger which would accrue from allowing everybody to make it?—Exactly.

2799. There were two or three vinegar firms in Montreal that were making it?—Yes. It is simply a protection to our spirit revenue and the health of the community, because they used to use it for manufacturing a crude kind of spirits for the back country shebeens.

2800. What is the use of that methylated spirits?—For dissolving gums and making varnishes. There is 20 to 25 per cent of refined wooden naphtha in it, and 75 to 80 of alcohol.

2801. Do druggists sell it?—No; we grant permits to use it to manufacturers of varnishes and in other mechanical arts, but we take a bond from them that they will not sell it or use it for any other purpose than that specified in their application.

2802. How many gallons do you make during the year?—I should think we make from 100,000 to 120,000 gallons.

2803. Do you import any?—At present we are getting nearly all our wood naphtha made in Deseronto. When they first made it, it was such poor stuff that we could not use it, but we have been helping them along; now they are making a very good naphtha, just as good as we usually get from New York. We did get some from France.

OFFICERS OF THE INLAND REVENUE DEPARTMENT.

Names.	Rank or Class.	Length of Service.		Salary.
		Years.	Months.	
				\$ cts.
E. Miall.....	Commissioner.....	21	and 8	3,200 00
W. J. Gerald.....	Assist. Commissioner and Inspector Tobacco Factory.....	24	do 10	3,000 00
P. M. Robins.....	Chief Accountant and Chief Clerk.....	24	.....	2,400 00
W. Himsworth.....	Secretary and Chief Clerk.....	23	and 11	2,150 00
F. R. E. Campeau.....	1st Class and Assist. Accountant.....	20	do 3	1,800 00
W. L. Heron.....	1st Class.....	19	do 4	1,800 00
J. E. Valin.....	do.....	17	do 8	1,800 00
C. R. Hall.....	do.....	15	.....	1,750 00
W. Carter.....	do.....	18	and 7	1,550 00
R. Nettle.....	do.....	34	do 7	1,450 00
F. K. Blatch.....	2nd Class.....	19	.....	1,400 00
M. J. Walsh.....	do.....	9	and 7	1,400 00
do.....	Private Secretary.....			600 00
J. F. Shaw.....	2nd Class.....	20	.....	1,400 00
J. A. Doyon.....	do.....	16	.....	1,400 00
J. Byrnes.....	do.....	9	.....	1,300 00
R. Quain.....	do.....	11	and 9	1,250 00
J. P. McCarthy.....	do.....	6	do 2	1,150 00
Geo. Fowler.....	do.....	22	do 7	1,150 00
J. P. Dunne.....	do.....	9	.....	1,100 00
Geo. Brunel.....	3rd Class.....	15	and 4	1,000 00
J. F. Brown.....	do.....	17	do 4	1,000 00
J. P. Flynn.....	do.....	5	do 4	1,000 00
R. Archambault.....	Messenger.....	16	do 9	500 00
A. McCullough.....	do.....	4	do 7	420 00
				36,970 00

(Sgd.)

P. M. ROBINS.

Inland Revenue Department,
2nd February, 1892.

The two branches into which the department is divided are the financial and the statistical branch, under supervision of Mr. P. M. Robins, chief accountant, and the

corresponding branch, under the supervision of Mr. Himsworth, the secretary of the department.

Here I beg to hand in a statement prepared by Mr. Robins (a) and a further one (b) by the secretary, setting forth the duties of each officer.

After careful consideration I do not see that the theoretical organization could be materially changed with any advantage. I find the statistical work requires considerable technical information, which has to be acquired, and that perhaps I have undervalued it in stating that it should not be rated as any higher than second class work.

DEPARTMENT OF INLAND REVENUE,
OTTAWA, 30th January, 1892.

DEAR SIR,—In accordance with your instructions, I have the honour to submit the following statement of the duties of the clerks of the accountant's branch of this department.

Mr. NETTLE.—His work is the opening and the distribution of the mail, except that relating to standards and bank receipts. The numerous entries and returns are recorded in appropriate books that the date of their arrival may be traced.

Mr. BROWN.—He keeps the excise blotters, in which are entered all entries and returns of cash transactions, which form the debit of the collectors of Inland Revenue.

Mr. VALIN.—He keeps the cash book of all services, checks the daily statement of receipts sent to the Auditor General, makes deposit of all receipts, which are in actual cash or post office money orders, and keeps the excise collector's ledger, which has to balance daily, and is ruled off monthly.

Mr. HERON.—Has charge of all books relating to tobacco and cigars statistics, and the inspection of petroleum. There are twenty-nine manufactories of tobacco, snuff, cigarettes, and 147 manufactories of cigars. Every entry and return has to be checked, and the records comprise seven books, the largest containing 500 folios, and serving for one year only.

Mr. SHAW.—He performs similar duties in regard to spirits and manufactures in bond to those of Mr. Heron in respect of tobacco, etc. Besides this he keeps a record of licensed warehouses and of claims for refund on beer exported.

Mr. BRUNEL.—He performs similar duties in regard to malt and malt liquor as those of Mr. Shaw in respect of spirits.

Mr. HALL.—Has charge of the appropriation book and of seizures books, the latter involving much troublesome detail. Also enters all contingent accounts of outside officers in the blotter, and fills up stubs of all cheques, except those for outside salaries.

Mr. BYRNES.—Has charge of establishment book, which is a complete official record of each employee of the department. Fills out all cheques, except those for outside salaries, enters them in proper books, each cheque requiring record in at least two books, mails them, each cheque being accompanied by a form with the blanks properly filled, makes detailed monthly statements of these cheques for the Auditor General.

Mr. DOYON.—Keeps the revenue and expenditure ledgers for weights and measures and gas services, and the register of pay-lists for the same. Records all changes of salaries in the outside service, and issues all *pro forma* pay-lists for them, and the cheques for the payment of these salaries. Prepares for the accountant a skeleton of the salary estimates, and also the annual statement to be published in the Civil Service list.

Mr. QUAIN.—Has charge of the books relating to methylated spirits and the expenditure ledger for excise, preventive service and inspection of food. Also the register of pay-lists in regard to these services.

Mr. FOWLER.—Checks all certificates issued by weights and measures inspectors for the whole Dominion, to see that the charges agree with the tariff, and that the proper stamps have been issued, and records the same. Where mistakes have been made he informs both the inspector and the party aggrieved.

Mr. DUNNE.—Prepares daily statement of receipts for transmission to Auditor General, opens and registers mails relating to standards, keeps monthly record of statis-

tics relating to standards and staple articles which are subject to inspection. Also checks, records and distributes monthly the diaries of seventy-one inspectors.

Mr. CAMPEAU.—Has charge of the general journal and ledger, which involves a monthly analysis and classification of all the financial transactions of the department in order that they may be brought into the ledger in compact form. Is also charged with the preparation of the financial returns for the annual report and the supervision of the printing.

Each clerk is also expected to prepare for the annual report those returns which are the natural result of his own records, and the system of book-keeping is designed to work as fully as possible towards this end during the year, that the necessary work for the completion of these returns may be reduced to a minimum when the year has actually closed.

It is not necessary for me to remind you that what I have written is but a bare summary of the duties of each individual. Your knowledge of the work will enable you to fill out the details to your own mind, but if my memorandum is intended for use by the "Commissioners," I respectfully submit that only a personal examination of the work of the gentlemen of the branch will enable them to form an intelligent opinion of what it involves.

I have the honour to be, Sir,

Your obedient servant,

P. M. ROBINS,

Chief Accountant.

E. MIALL, Esq.,

Commissioner of Inland Revenue,
Ottawa.

DEPARTMENT OF INLAND REVENUE,
OTTAWA, 3rd February, 1892

DEAR SIR,—I beg to submit, as briefly as possible, the detail of the duties performed by the clerks under my supervision :—

Mr. CARTER has the making of the synopsis and backing all correspondence received ; and answering, from dictation or otherwise, the same, and copying them in the letter book. Writing and copying all telegrams. Endorsing on the files a synopsis of the action taken—to be entered in the register, &c., &c.

Mr. McCARTHY has the keeping of the Register and entering therein a synopsis of all letters received and all letters sent, and indexing same book. Keeping record of all bonds given by officers to the department. Writing from dictation—submissions or reports made by the Honourable the Minister of Inland Revenue for submission to the Privy Council—and does all the type-writing for the department.

The above two gentlemen have, for the last ten months, been performing duties between them which belonged to the late Mr. Lusignan, entailing continuous overwork, which duties are as follows :—

Doing all necessary copying, issuing orders for methylated spirits, keeping the leave of absence book for the outside and inside services, keeping the staple articles register, and in indexing same, also keeping a record of all appointments, temporary or permanent.

Mr. BLATCH looks after all printing (including proof-reading), binding and issuing of stationery for the outside service.

Mr. FLYNN has charge of all inland revenue stamps, consisting of tobacco and cigars, petroleum labels, law stamps, weights and measures and gas stamps, and the issuing of the same on requisition. He has charge of all excise instruments, such as hydrometers, saccharometers, petroleumeters, &c., and testing of same. He has also charge of the excise locks, which are used throughout the Dominion.

I need scarcely say, as you are perfectly aware of the fact, that every gentleman of my staff has a full day's work to perform, and performs it. It is a difficult thing to give the minute details of each officer's work, but when the Civil Service Commissioners visit the department, as I understand they intend doing, personal explanations will enable them better to understand the nature of the work.

Respectfully yours,

WM. HIMSWORTH,

Secretary.

E. MIALL, Esq.,
 Commissioner of Inland Revenue,
 Ottawa,

With regard to the Audit Act, I think the provision authorizing the Treasury Board to call upon the Auditor to audit revenue accounts should be expunged.

The Commissioners will understand that the determination of the duties of excise requires an elaborate survey. An audit which began with the collector's cash book would be no audit at all, while any attempt to go beyond and behind that would be futile, unless our own staff were practically duplicated, and such a multiplicity of officials, while of no practical benefit would fearfully impede business. It is in fact, utterly impracticable.

Colonel C. E. PANET, Deputy Minister of Militia, was examined:—

I was appointed to the position of Deputy Minister of Militia in 1875, and have held office continuously since then.

2804. Give the number and cost of permanent staff at Ottawa, of the department of which you are deputy, in 1882 and 1891 respectively. Also, number and cost of extra clerks or other officials in all its branches, whether paid out of Civil Government funds or otherwise, in 1882, and also in 1891?—I submit the following statement showing the number and cost of the permanent staff, Department of Militia and Defence, Ottawa, in 1882 and 1891, respectively, also number and cost of extra clerks or other officials in all its branches, whether paid out of Civil Government funds or otherwise in 1882 and in 1891.

SALARIES, DEPARTMENT OF MILITIA AND DEFENCE.

Rank.	Number of Employees.		Amounts paid for Salaries.		Charged to Vote.
	1882.	1891.	1881-82.	1890-91.	
			\$ cts.	\$ cts.	
Deputy Minister	1	1			Salaries, Civil Government, Department of Militia and Defence.
Chief Clerks	3	3			
1st Class Clerks	5	6	34,924 89	42,212 50	
2nd do	7	11			
3rd do	10	6			
Messengers	4	4			Civil Government, Contingencies.
Extra Clerks	4				
do Messengers	1		793 50		Militia, Rebellion of 1885.
do Clerks		1		670 00	
do Messengers		1		456 25	Civil Government, Contingencies.
Total	35	33	35,718 39	43,338 75	

INCREASED DUTIES, DEPARTMENT OF MILITIA AND DEFENCE SINCE 1882 UP TO 1891.

The office work and various responsibilities and duties of the Department of Militia and Defence have been increased since 1882 by the establishment of the following services, necessitating supervision, correspondence and special clerical work, viz. :—

By the establishment of the Cartridge Factory at Quebec; Infantry School at London; Infantry School at Toronto; Infantry School at St. John's, P. Q.; Infantry School at Fredericton, N. B.; Cavalry School at Quebec; Mounted Infantry School, Winnipeg; "C" Battery, Artillery School, Victoria, B. C. Also by the assumption of the duties in connection with construction and repairs of militia buildings formerly performed by the Department of Public Works, which necessitated the appointment of an architect and engineer branch in 1884.

The establishment of militia field forces, rebellion 1885, threw an enormous strain upon the department, and work in connection with that service has not yet ceased, time, labour and clerical duties being still required on the outstanding and unsettled claims yet before the department. My department is smaller than most of the others and the question of extra clerks is comparatively unimportant with us. We have one extra clerk now.

2805. How should the Board of Civil Service Examiners be constituted, and what should be their powers?—The Board of Civil Service Examiners, as at present constituted, is not, in my opinion, satisfactory. If tolerated, its powers should be limited to the maintenance of the service at a proper standard; and there should be no promotion examinations. I would prefer an independent commission with competitive examinations in all cases. This would, to a certain extent, exclude outside and other influences which are very detrimental to the service. I would like to see a more independent board composed of men who are not in any way connected with the service. I do not think that the board should have anything to do with promotions. Deputy Ministers who are responsible for the work know exactly the intelligence and capacity of every clerk under them; and their recommendation for promotion, should be acted upon as a matter of course.

2806. What should be the power of the examiners?—That depends entirely on the standard that you require for the public service. My impression is that the present examinations are sufficient to test the capacity of the young men who present themselves for examination for entrance into the service, and it has the effect of giving us a good set of men. I do not think that the examinations should be changed on that score; but I believe that great advantage would accrue from competitive examinations, and an independent board.

2807. Should all appointments be the result of competitive examinations? What appointments, if any, should be made without examination? Should there be an age limit in the case of all appointments; and state what, in your opinion, the maximum and minimum ages should be?—Competitive examinations do not always bring out the best men, but it has the effect of excluding pressure to obtain an appointment, which is a great deal in its favour. Except in very special cases, all appointments should, in my opinion, be made after examination. In my opinion eighteen years should be the minimum age for entrance into the Civil Service, and, except in special cases, forty years the maximum. Certain appointments impose themselves, so to speak, upon the Government in certain cases, although there are not many such cases. But there are men whom it is very important to have in a department on account of their special qualification. I do not think these men should be subjected to examination.

2808. Should deputies be appointed during pleasure or during good behaviour? Should their responsibilities and powers be extended, if so, in what direction?—Deputy heads should be appointed during good behaviour. Their responsibilities and powers should be increased. They should have the right of promoting, suspending and dismissing the subordinate staff under their control.

2809. Should there be any third class clerks at all? If so, what should be the limitation as to salary? Is the present maximum—\$1,000—too high? Should there be

an intermediate class ranking lower than second and higher than third?—There should be no third class clerks except as a probationary class. It is a dangerous experiment to introduce permanently into the service parties who are willing to serve for so small a salary. That man comes in at \$400 a year, and as it is to-day, he becomes a fixture and we cannot get rid of him. If he turns out to be a good man, of course, the service profits by him; but if on the contrary he turns out to be a very inferior man, you cannot get rid of him. A good man will very seldom accept such a paltry sum as \$400.

2810. You recommend a minimum age of 18?—A man of that age ought to be able to earn more than \$400. I would rather see that class wiped out, or maintained for probationary purposes only.

2811. You stated just now that they became fixtures. Now, do these fixtures reach \$1,000 by the ordinary process of annual increment?—Yes, they generally do.

2812. Without any increase in their duty?—Of course the statutory increase is only permissible and not absolute, it is not given them as a matter of course. But I think you will find from the evidence that will be given before you, that it was given in most cases as a matter of course. In some cases the statutory increase has been withheld. I do not mean to say that in every case they arrive at a thousand dollars, but they generally do.

2813. In adding for optional subjects, should there not be some understanding that the optional subjects were necessary in the duties of the office to which the appointment was made?—I think in adding for optional subjects full scope should be given, as the small increase in salary is fully compensated by increased usefulness, although proficiency in some of the optional subjects may not be a necessary qualification for the time being. If a man qualifies to pass on optional subjects he ought to have the advantage of it; it increases his usefulness for which he should be paid.

2814. If a man passes in typewriting, although there is no typewriting required in your department, you would pay him his additional \$50?—I would, on the ground of general usefulness, which might be required and turned to account at any moment.

2815. Are the recommendations for increase of salary always made with due consideration, or are they in a very large measure perfunctory?—Recommendations for increases of salary are not always satisfactory.

2816. Do you think that as a general rule these recommendations are perfunctory, or is there a *bona fide* enquiry and examination?—Well, I suppose that those who recommend them are satisfied that the increases should be made. There may be some cases where recommendations go as a matter of course.

2817. Is it desirable to have an annual fixed date at which all increases of salary should take effect?—Increases should, in all cases, be made from date of promotion subject to payment from date of appointment, it would be an advantage to have them all at a fixed period.

2818. Should there be general preliminary examinations for all departments, or should there be special preliminary examinations for each department?—All departments should be on the same footing with regard to examinations. The examinations should be similar except for such men as are required for special purposes. For instance, in our department, we have some military men whom of course, we would not care to have examined outside their military attainments.

2819. How and by whom is the selection made from the list of qualified candidates in your department; did you ever report against an official during the term of probation, and was another trial allowed, as provided in section 36, sub-section 2?—The selection from the list of qualified candidates in the Department of Militia, is made by the Minister. I have not had occasion to report against an official during a term of probation.

2820. Were any appointments made by yourself or on your recommendation?—They may be made in the following way: If I go to the Minister and recommend to him a person on the list—if he has no one he wishes to appoint—I do not suppose that the Minister would object in any way. But the appointment lies entirely with the Minister.

2821. Does he go outside the list for permanent clerks?—Except in case of special qualifications we are not allowed to go outside the list.

2822. That is the Minister himself can go outside the list?—No, the law is such that they have got to appoint from the list of passed candidates except in case of special qualifications.

2823. Can the Minister himself go beyond the list?—No.

2824. Is the probation a *bona fide* probation?—It can be made a *bona fide* probation; but on the other hand it may be passed over. But I have not had occasion to suffer from that in any way.

2825. You have found that the appointments on probation were fit to go on?—Yes.

2826. And you never had occasion to report against an official?—I do not remember having done so.

2827. What is the practice in your department in regard to the appointment of persons having professional or technical qualifications, and have you ever had an examination held in any such case?—All persons having technical qualifications in the Department of Militia have, to my knowledge, always been appointed without being subjected to the examination by the ordinary Board of Examiners. They are appointed, without examination, on a special report from the deputy minister and concurred in by the Minister. According to the Civil Service Act, such appointments are made on the recommendation of the deputy. We have had a few in our department.

2828. Is it desirable to have promotion examinations, or if not what would you recommend to be substituted?—Promotions should be left to the deputy ministers, who are responsible for the work.

2829. Have promotions in your department been made only when vacancies were to be filled, or has it happened that an officer has, while continuing in effect to perform the same duties, been promoted to a higher class?—Some clerks, to my knowledge, have been promoted for length of service when a vacancy offered.

2830. Have you at any time promoted a man for length of service to a first or second class clerkship, when he is really doing the same work in the grade?—Yes.

2831. You have promoted an officer while he is continuing to perform the same duty?—Yes.

2832. And you not only increase his salary but increase his grade?—Yes; but there was a vacancy of course.

2833. But instead of stopping short at the vacancy and not filling it up you promoted a man although he was still doing the same work?—Yes.

2834. Is it desirable to make to the Civil Service Board a yearly estimate of the vacancies likely to occur during the year?—I see no necessity of estimating the number of vacancies likely to occur. The estimate can be of no use, nor can it be relied upon.

2835. If promotion examinations are deemed desirable, should the officers earning the higher number of marks be the successful candidates, or should the promotions be made on the report of the head of the department, based on the recommendation of the deputy head.—The promotion of clerks should be based on the recommendation of the deputy minister.

2836. Should not promotions be made by Order in Council?—I see no objection to promotions being made by Order in Council.

2837. Has any officer in your department after being promoted turned out to be incapable, and was the attention of the head of the department called to the case, and was such promotion cancelled?—No officer, to my knowledge, or during my term of office, after having been promoted, turned out to be incapable except through illness.

2838. Have you, at any time, by your certificate in the promotion examination, enabled a candidate to pass whom you deemed unfit?—No, never.

2839. Did you ever, in respect to the efficiency marks, give a less percentage than 30 per cent in the case of any candidates in your department seeking promotion?—In giving marks, I have, according to cases, given a less percentage than 30 per cent.

2840. Should not exchanges of positions be made on the report of the deputy heads of the departments concerned?—Exchanges of positions should never be made without

the concurrence of the deputy heads in each department concerned. Exchanges are always an experiment, and when they are made at all it should only be done with the consent of both deputies interested, else one of the two is sure to suffer.

2841. Are exchanges ever made for the convenience of officers and not for the benefit of the departments concerned?—We have had a case of exchange, and in that case I got the best of it.

2842. Was it for the convenience of the man or the benefit of the department?—It turned out to be for the convenience of every body. But I think, as a rule, exchanges should not take place unless it is perfectly understood by the deputies who are really the responsible persons.

2843. Should the temporary clerk or writer class be extended, or limited or abolished?—The employment of temporary clerks, should I think, be continued when a pressure of work comes suddenly. I do not see how we could do without them in certain cases. We have not been troubled very much with a considerable excess of work coming on suddenly in our department, except in 1885, during the rebellion. But in ordinary times I can do without extra clerks by asking my clerks to remain after hours, which they invariably do when called upon. North-West claims still give a good deal of work, and in this connection I have been obliged to have an extra clerk.

2844. Do you pay your men extra for extra hours?—Never. I go around once in a while and look at my indexes and when I find they are not up to date I say "Gentlemen you have got to remain here till six o'clock, or until these indexes are up to date," and every body remains, and in two or three days everything is righted. But in regard to extra clerks, I think, it is important that the deputy minister should be in a position to employ an extra clerk when he requires his services. In some instances we cannot do without them. Our clerks usually have routine business to attend to, and if anything outside of that comes on us suddenly, and it is to last for a fortnight or three weeks, it has the effect of throwing the ordinary routine work much behind time.

2845. And your men are willing to stay and work a few days until six o'clock?—They do so now and then. The staff of our department is not very large, but it is enough to keep the whole time of our clerks fairly occupied. We have only 32 all told.

2846. The ordinary routine is enough to employ them fully?—Yes, it keeps them busy till four o'clock, and at times we are obliged to ask them to remain longer. Some have passes and come after office hours to work. There is one man, for example, who does the general indexing; that takes the whole of this time, and, if occasionally, he is not able to do it within hours he is obliged to work outside office hours, but we do not pay him for extra time. His rank is second class clerk.

2847. Is not his work very much lighter at one period of the year than another?—It does not make very much difference with us. Our cavalry, artillery and infantry schools and cartridge factory cause a great deal of correspondence to be carried on. In fact we have correspondence to conduct with twelve districts, and there is as much correspondence at the beginning as at the end of the year. It is a sort of routine that keeps about the same.

2848. Then there are the camps?—That is extra, that is the outside service and it gives us a considerable amount of work and a great deal additional correspondence. We have to ask for tenders for supplies for all the camps and that gives us a considerable amount of work. We have to ask for tenders for supplies in every one of the districts, where there are camps. Contractors are then called upon to give on a chartered bank their security cheques to the amount of 10 per cent of the value of their contracts. These cheques are sent to the Finance Department

2849. At the busy time of the year do you take on extra men?—No.

2850. But you have the ordinary men working a little harder?—Yes. We have one extra clerk, a sort of supernumerary, who should be discharged as soon as his work is over. He has now been employed for several months as I cannot do without him.

2851. Have you given any thought as to the desirability of having a junior division or boy copyist class?—I am not in favour of a boy copyist class. None should be employed under eighteen years either as extra or permanent clerks.

2852. Under the present system, in what manner do you ascertain the necessity of the employment of extra clerks?—The necessity for the employment of extra clerks should be left to the deputy heads. They have to be employed when the work cannot be done by the ordinary staff.

2853. Do you invariably select from the list of passed candidates; if not, are enquiries made as to the fitness of persons who are on such lists?—In the Department of Militia extra clerks have always been taken from the list of passed candidates.

2854. Have you any women clerks employed in your department? Are they generally efficient, and are there any branches in your department in which women clerks could be exclusively employed?—No women clerks are in the department. They are not required.

2855. Should there be a general provision for equal leave of absence for all classes, or should not length of service, nature of appointment and responsibility of office be factors in considering the extent of leave to be given?—There should be three weeks or one month of compulsory leave of absence for all classes except extra clerks.

2856. Should there be a limit, and if so what, in the case of leave on account of sickness?—It is very difficult to limit leave of absence on account of sickness. Each case requires to be judged separately. With regard to leave of absence, I believe it would be very good for the service if it was an understood thing that every clerk from the deputy downwards should be obliged to leave his office for three weeks yearly. There are some very good clerks in all the departments, at least that is my experience, men who follow the work of the office very minutely, working hard and keeping notes which would be valuable to the department if they were not kept private. If a deputy, for instance, wants some information, he cannot get it unless he goes to that very man. If that man happens to be away he has got his books, he has got his notes, and the deputy cannot get at them. That is a great inconvenience, and I find in some cases that parties are apt to take that mode of doing business. They keep things to themselves, and the consequence is that they become indispensable in their position. If such a man was obliged to take three weeks leave of absence he could not shut up his stock of knowledge in that way, but he would have to give it to his next neighbour who would be in position to replace him in case of need. As for myself I have not been away from the department since 1881 except when I go down to Quebec to the cartridge factory which I am obliged to visit periodically. Since that date I have not had a single holiday.

2857. Do you think it would be desirable to make a distinction between different classes, giving some a fortnight and some a month?—That would be reducing the present leave, because it is now an understood thing that all the clerks are entitled to three weeks.

2858. Do you think, for instance, that a deputy head should have the same leave of absence as a third class clerk?—I think three weeks or a month is enough for any body.

2859. Might not one month be too long for a mere clerk, and not too long for a man who carries heavy responsibilities?—But the man that has the care and responsibility is glad enough to get back after three weeks. In my own case I think I would begin to get anxious about the business of my department if I were absent for any longer time.

2860. Have the duties of your department suffered and to what extent, through the granting of leave of absence to officers on account of sickness or otherwise?—The business of the department may necessarily suffer sometimes; the work in such cases has to be taken up by the other clerks, or some extra hands must be procured. In my experience I have seen one or two of my best clerks attacked by serious illness and they have been away from the office a considerable length of time. But, although in one case we were obliged to replace the sick man by an extra clerk, still the Government profited by the fact that he was allowed leave of absence to recruit himself in health, otherwise we would have lost one of our best clerks. That man was sick for several months. Still I am very glad he was not turned off or superannuated, because we would have lost a man you could hardly have been able to replace. All these cases of sickness must be

judged on their merits. We have one man now who is very ill, I do not suppose he will ever get over it; but it is very hard, when a man has been a good clerk and is taken ill all at once, that he be superannuated.

2861. Should there be a system of fines for small offences?—I think so, this might be beneficial to the service.

2862. Is it desirable to reinstate an official who has resigned his appointment without the recommendation of the deputy head?—I think that a person who resigned his appointment should not be reinstated except in very exceptional cases, and that only on the recommendation of the deputy head.

2863. Do you strictly observe the law regarding the attendance book? Do all your officers sign the book? How do you deal with those who are late in attendance?—The signing of the attendance book is strictly observed. All sign it except the Adjutant General. Those late in attendance are admonished.

2864. Have you any suggestions to offer as to the Civil Service Act in general or as to your own department in particular in connection therewith?—I think the act, strictly carried out, is a good act so far as my department is concerned. I find no fault with it.

2865. Have any changes in the character and extent of the services required in your department occurred since the passage of the Civil Service Act, and as a consequence have the duties in your department, or of any branch or any officer of your department, been varied?—Changes in the character and extent of services required have necessarily taken place in a corresponding ratio with the growth of the department.

2866. Have any persons found their way into the service of your department who, either from defects existing at the time of their appointment, or from advanced age, or from bad habits, are ineligible for retention in the service?—Except in one case, and this one a case of impaired health, all clerks in the department are good and tried officials. With them the attendance book is of little value to me. Many of the clerks I often see remaining in their offices after hours. They constitute a good and efficient staff not out of proportion to the increase of work, as the services of one extra clerk are necessary most of the time. The extra clerk who has been employed has always been paid at the rate of \$2 per day. I may add that our department is composed of a great many old clerks who have been there for ten, fifteen or eighteen years. Outside of those we have a couple of specialists that were brought in, taking advantage of the clause of the act.

2867. Have you any suggestions to make more particularly in connection with any rules laid down under existing statutes, that have been found inconvenient, or impracticable, and that would lead to irregularities?—In departments where a large number of clerks of every grade are employed, some of the statutory regulations may be found inconvenient, but should not lead to irregularities. In the Department of Militia I have not suffered from this. In my opinion the position of deputy minister is not independent enough, I think they should be given more authority and that the Act could be changed for the good of the service in that way. That is a fault I find with the Act.

2868. Have you had a case of this kind, where a regulation, applicable to all the departments, applies virtually to some particular department, but is rather a hindrance to other departments, and yet you are bound to observe it?—I do not know any case.

2869. Have you any suggestions to make in connection with the imposition of checks upon the admission of ineligible candidates, or in regard to the giving of proper facilities for relieving the service of useless members?—The only check, in my opinion, that can be imposed against the admission of ineligible candidates are: Independence of the Board of Examiners, and absence of all political influence.

2870. Can you tell us from memory how many additional men you have now, compared with the number you had ten years ago?—We have very few considering the increase of the work. The work has more than doubled since the schools and other institutions were established. You have no idea of the amount of correspondence and work that each of them gives to the department.

2871. In fact, although you have decreased the number of your staff, you have increased its status?—Yes, very much.

2872. And has that change led to the employment of a higher class of men?—We have got a number of old men there, and gradually they have been doing a more responsible and higher class of work.

2873. But we can hardly understand how all this additional work has been thrown into the department here unless some other work has been taken away from it?—No work has been taken away, but the work in the department has increased, and I believe that before long we will have to increase our staff.

2874. Is it desirable for officials to sign the attendance book when leaving the department for any purpose?—I think it should be left to each department to determine whether it is desirable for officials to sign the attendance book when leaving the department for any purpose. In very large departments some deputies think that the signing of the book is a great help to them, but in my department where we have only thirty-one or thirty-two clerks, including messengers, who sign the book, I do not think it is necessary.

2875. Have you any cases of men who sometimes come in the morning and sign the attendance book and then go away again?—I have had one or two occasions to find fault with the clerks in that way; but our staff is so small that it can be stopped very easily. Where the staff is larger this thing is more likely to happen, and it is not so easy to control it. When you only have twenty-five or thirty men under you, you can very easily check a tendency of that kind, and if we complain of a man once and he does it the second time, he is sure to come to grief. But when you have one or two hundred clerks, it is pretty hard sometimes to prevent such cases occurring.

2876. In your opinion, are the office hours, 9.30 a.m. to 4 p.m., sufficiently long, or could they be extended in your department with advantage?—In my opinion, the office hours from 9.30 a.m. to 4 p.m. are sufficiently long, and in my department it would not be an advantage to extend them.

2877. Have any abuses prevailed in your department as to the length of the working hours?—I know of no abuse as to the length of office hours; when the work requires it, clerks stay in after hours and do the work.

2878. Is it desirable that the officers should leave the department for luncheon?—I do not think it is desirable that all officials should leave the department for luncheon at the same time.

2879. Do all your officers leave for luncheon at the same time? If that is the practice, is an arrangement made whereby the business of the department does not suffer through their absence? What length of time is given for luncheon?—All the clerks do not go out for luncheon, in the Department of Militia. Those who do go leave the office each in his turn, so that the business does not suffer by their absence, which lasts from thirty to sixty minutes. Some advocate the notion of shutting the office for an hour, but I believe it would have a very bad effect. Some are away for an hour; they live a little further off and take their meals at home. I have experienced no inconvenience on that head. Only a part of the clerks go out; a good many of my clerks prefer bringing their lunch and eating it in their rooms.

2880. Do you take care to ascertain that the length of service recorded in the Civil Service list is correct in the case of the officials attached to your department, and that in case of those officials who come under the provision of the Superannuation Act such service only is entered as would be counted for superannuation?—An establishment book is kept in the department, in which the services of all officials attached are recorded correctly, and can be certified to for purposes of superannuation at any time.

2881. Do you attend to the Civil Service list or pay any attention to it at all?—So far as my department is concerned, I have sent in a list of our men, but I do not believe that the official record contained in the blue book is correct for superannuation purposes, because in looking over it I find it is not correct in all cases.

2882. But it is the list that is presented to Parliament under the Act?—Yes. The lists are furnished by the different departments and we fill them up; we are given blank

forms which we fill up. If we were called upon to give certain information for superannuation purposes, it would be quite a different thing; I would have to go by my own establishment book.

2883. Does the minister or the deputy look to the blank and check over the items so far as his department is concerned?—We receive a blank form which we fill up and send on, and they do with it as they see fit. I attach so little value to it that I never took the trouble to look after it, except in filling the blank forms which were sent to me. I think the deputy minister should be asked to make a report for superannuation purposes and then he would be responsible for it.

2884. In your department, are the officials generally aware of the Treasury Board Minute of the 28th January, 1879, respecting the use of political influence; is its spirit generally observed; and in case of infraction, has the attention of the head of the department been called thereto?—It is difficult to prevent, altogether, the use of political influence. The Minute of the Treasury Board alluded to prevents, to a certain extent, an open appeal for political interference, but if the power is there, it can be easily brought to bear indirectly.

2885. Do you make, in your department, the same allowance for travelling expenses to all classes of officials and for all services, or do you discriminate, and to what extent?—Officers of the high grade should be allowed at least \$5 per day for personal expenses. The amount at present allowed, \$3.50, in many cases is not adequate to meet required disbursements. Hotel charges alone are more than \$3.50 in large centres. In the Department of Militia the \$3.50 allowance per diem is paid to the deputy, to all heads of branches, the private secretaries and all inspecting officers. In other cases the actual disbursements are paid. For instance, during camp we have a number of officers that are paid transport; in such cases certified accounts are sent in and the actual disbursements only are paid.

2886. In your opinion, is a Superannuation Act necessary in the interest of the public service; if you deem it necessary, do you consider it advisable to restrict the operations to certain classes of officials having distinctive duties or otherwise? What change, if any, would you propose as regards the officials of your department?—In my opinion the Superannuation Act is in the interest of the public service. I think all permanent employees should be subject to the Act, and the superannuation fund should be made self-sustaining. I cannot understand why it is not self-sustaining. It strikes me that if it cannot be made self-sustaining with the present amount that is paid, that amount should be increased.

2887. Do you consider the ten-year term sufficient, or would you increase the number of years to be served before an annuity be granted?—I think that in no case should an annuity be granted, except after ten years' service. In all cases where no annuity can be granted on account of short service, the amount paid into the fund should be reimbursed.

2888. Do you consider, as a rule, the age of sixty years a proper age for retirement?—As a rule, the age of sixty should be a proper time for retirement, but a fixed rule, I think, should not be adopted. Compulsory retirement at sixty would, in many cases, deprive the public of the services of valuable officials that might be still able and willing. I think an official should be allowed to retire at sixty-five, if so inclined.

2889. Should any term, in your opinion, be added to the actual term of service of any official to be superannuated, however he may have been appointed? If a term be added, do you consider it advisable to regulate such addition by confining it to certain offices designated, and by requiring a certain length of service before such addition can be made?—I think the ten-year addition to service for superannuation is a mistake, and does not work satisfactorily. It should be abolished, except in cases where the good of the service would be attained by it; and in all such cases it should be made a condition in the appointment. This should not have a retroactive effect, because faith should be kept with such of the Civil Service as may have been induced to enter the service after the age of thirty, in consequence of this clause in the Act. The only case of the additional ten years granted in my department during my time, is that of Lieut.-

Colonel Wily, who was director of stores, and entered the service at the age of fifty-five. After eighteen years of service he was pensioned, and was allowed to count twenty-eight years for superannuation purposes.

2890. Do you consider it proper that abatement for superannuation purposes be deducted from the salaries? If so, do you consider the present percentage sufficient, or do you consider that it would be desirable, in the interest of the public service, to increase the percentage, in order to provide (a) that, if no superannuation takes place through death or any other cause, the official, or his representatives, should be reimbursed for the abatements deducted from the salary, or (b) that the officials who are superannuated might have the alternative of accepting a commutation in lieu of superannuation to the extent of the abatements paid by them?—I think that abatement for superannuation should be deducted from salaries. I consider the present percentage sufficient.

2891. Would it be desirable to have a system of insurance in connection with superannuation?—I think a system of insurance that could be made self-sustaining, would be very desirable. I believe if there was such a system of insurance adopted most of the clerks would take advantage of it and it could be made self-sustaining if it was conducted by the Government.

2892. In case of dismissal or resignation, in your opinion, should the abatement deducted from salaries for superannuation purposes be refunded?—In all cases where payments have been made in view of superannuation, and where such superannuation does not take place, I think that the payment should be refunded.

2893. In your department has it ever been recommended that a diminution of the allowance should be made on account of the services of an official having been considered unsatisfactory?—No such recommendation has ever been made.

2894. Do you deem it advisable to allow any extra term of service to any officers removed to promote efficiency or economy, or for any reason at all?—A liberal allowance should be made to any official whose office is abolished, or who has to be removed to promote the efficiency of the service.

2895. When once a superannuation is effected, do you consider it desirable to retain the power to call back to the service the person superannuated, and at what age would you place the limit?—A superannuated official, in my opinion, should not be called back to the service.

2896. Is your department divided into branches; give particulars, including the name of the person in charge of each branch, the number of officials in the same, grading them and describing generally how the duties are allotted in each branch?—In answer to that question I have prepared a statement showing the details of duties of officers and clerks in the Department of Militia and Defence:

Minister's Office.

BENJAMIN SULTE, Chief Clerk.—His functions are connected more or less with all branches of the department, as he has to conduct the dockets from their inception until they are ready for the decision of the Minister or Deputy Minister, Acting Minister and Acting Accountant, as the case may be. He supervises all the details of the office work, from the dictating of the correspondence memoranda to the indexes, reading of all papers, &c. A list, specifying one by one all these duties, would be rather long and probably of no use to the Commission.

A. BENOIT, Secretary, First Class Clerk.—Specially in charge of outside correspondence. A member of the board appointed to open and schedule all tenders received by the department. Supervises the award of contracts, and controls all requisitions for supplies to stores and repairs to militia properties. Acts partly as private secretary to the Minister of Militia.

H. D. J. LANE, Second Class Clerk.—In charge of records, 1867 to date, keeping of registers, indexing of records, reading of documents received, and docketing of same, making of searches, keeping record of all Imperial despatches, and filing documents.

C. CAMPBELL, Second Class Clerk.—Drafting and typewriting reports to council official letters and memoranda, precis and index of correspondence as requisite, preparation for the printer, proof-reading and indexing of the annual reports of the department and other printing—such as were the reports on the suppression of the North-West rebellion in 1885. The present arrangement of the official list for printing, showing all the certificates of qualification held by officers, and various other details not previously given, is based upon a report submitted by him.

G. G. V. ARDOUIN, Second Class Clerk.—Is joint secretary to the Minister of Militia and Defence. As such has charge of the private correspondence of the Minister, does the Minister's correspondence, including the indexing of the letters; stenographer and typewriter; corresponds and stenographs in both the English and French languages; attends to the official correspondence usually.

E. E. LEMIEUX, Third Class Clerk.—French and English shorthand writer for the correspondence, etc., and operator on the caligraph writing machine; keeping the indexes of the following books: Letters, memoranda, legal opinions, Orders in Council, Imperial despatches; keeping record, with index, of all departmental contingencies, preparing vouchers for same; checking the monthly returns from the Department of Finance relating to these; checking requisitions of said branch monthly on accounts from the Queen's Printer and Comptroller of stationery; keeping record of all newspapers, periodicals, etc., received, and returning those not authorized; translating into French general orders of the militia periodically issued; examining and making out requisitions for stationery required by the military schools—nine,—the Royal Military College, the cartridge factory, and the above named branches; also for the militia stores, Ottawa; making out requisitions for, and attending to, all printed forms required by the said branch; completing schedule and tenders received from the secretary of the Department of Militia and Defence, respecting supplies for the schools—College and Cartridge Factory—eleven establishments, and supplies and services for the annual military camps.

Accounts Branch.

C. H. O'MEARA, Accountant Chief Clerk.—General supervision and charge of the duties performed in the accounts branch of the Department. Final audit and certifying as to the correctness of all claims for expenditure chargeable against militia services provided for by Parliamentary appropriations and regulations and orders of the militia, previous to their submission to the Deputy Minister of Militia, for final action or for authority to pay. Audit and certificate on all accounts of receipts or expenditure issued from the Department. Preparation of detailed estimates of appropriations annually submitted for votes of Parliament. Signing in conjunction with the deputy minister, all checks issued from the Department in payment of militia services in the Dominion of Canada.

F. X. LAMBERT, First Class Clerk.—Checks claims against this department, in connection with the following corps:—

"A" Battery, Royal School of Gunnery, at Kingston.

"B" do do do at Quebec.

"C" Battery, Royal School of Gunnery, at Victoria, B.C.

Royal School of Cavalry, Quebec.

Cartridge Factory, Quebec.

Royal Military College, Kingston.

Infantry School, St. Johns, P.Q.

do do at Toronto.

do do at London.

Canadian Mounted Rifle Corps, Winnipeg.

Construction and Repairs of Militia Properties at Quebec and Kingston.

Checks claims referring to annual drill not paid in camp, for the whole Dominion.

Prepares abstracts of claims authorizing district paymasters to pay said claims.

Keeps register of these abstracts. Writes memos for claims requiring corrections, etc., etc.

W. H. AUMOND, First Class Clerk.—Examination of accounts payable in the Provinces of New Brunswick, Nova Scotia, Manitoba, British Columbia and Prince Edward Island, and entering the same in day book of each province. Making out abstracts of payments for paymasters of each province, and preparing cheques for the same. Checking monthly accounts for supplies, etc., etc., of "Infantry School" at St. John, N.B., and preparing abstracts for payments of the same. Making out monthly departmental pay lists and cheques.

E. B. HOLT, Second Class Clerk.—Posting up the appropriation book. Making out the monthly and all other returns for the Auditor General, and weekly statements of expenditure for information of the Minister. Checking the bank account and balances, and examining district paymasters bank accounts. Checking claims payable in London, England, and making out vouchers and requisitions to the Auditor General for payment of the same. In the absence of the Accountant checking abstracts to paymasters before approval and signature of the deputy and acting accountant. Frequently making searches and reports on doubtful claims presented for payment and other matters referred to him by the Accountant.

Major G. GUY, Second Class Clerk.—Is entrusted with the examination for payment of headquarter and also Quebec and Ontario accounts, schools and annual drill for the most part excepted, the preparation of cheques, abstracts, letters of advice and receipts for payments, and mailing same. He writes up the day book, and makes out applications for letters of credit; has charge of the North-West claims, and is a member of the Departmental Board on contracts. Occasionally he prepares the returns for the House of Commons, attends to printing or any special work which may from time to time be entrusted to him by the deputy minister.

F. E. P. ALDRICH, Second Class Clerk.—Has the making out of the monthly general statement and copying the same in general expenditure book. Issuing expenditure requisitions and entering the same in the book of record; paying militia pensions, assisting in payment of militia districts; checking annual returns of drill; docking all expenditure requisitions and keeping record of same.

T. M. MAGUIRE, Third Class Clerk.—Has the arrangement of the vouchers for the monthly general statement of expenditure. Has charge of deposit receipt book and sends statements of entries made therein to the Department of Finance. Is also entrusted with the checking of the accounts current of the various schools of military instructions. Has charge of the issuing of stationery, or printed forms for account branch, to the different military districts.

Store Branch.

Lt.-Col. J. MACPHERSON, Chief Clerk.—He is director of stores and keeper of military properties, and as such has the superintendence over all the store clerks in the twelve military districts.

The following staff at Ottawa is placed under his immediate direction:—

Lt.-Col. D. A. MACDONALD, First Class Clerk.—In charge of all lands and military property. The collection of all the rentals and keeping of those accounts. In charge of all leases, maps and plans of military properties and fortifications. The preparing of all leases and the correspondence in connection with the rentals and lands. The making of all returns of rentals to the Audit Office, and other returns in connection with this work. The general charge of the military stores and the men employed there, under direction of Lt.-Col. Macpherson, visiting them every morning and seeing that all instructions are carried out. Assisting the director of stores generally in the work of the store branch.

Captain J. B. DONALDSON, Second Class Clerk.—General supervision of receipts into and issues from stores, and attention to technical details of artillery and warlike stores. Checks requisitions for issues from and receipts into stores, and order when approved. Files and indexes requisitions. Examines authorities when returned by superintendent of stores and attaches receipts to originals on file. Enters in day book all details of stores issued on repayment, and of deposit receipts therefor, and makes copy monthly for Auditor

General. Attends to all transfers to and from out-stations. Makes out requisitions on Imperial stores, and such other duties as are required.

P. CLARKE, Second Class Clerk.—Keeping of a separate ledger for all clothing. Also keeping of separate ledger for “Arms, accoutrements and necessaries,” “Small arm material” and at director of stores office. Keeping receipt book for all stores received; keeping issue book for all stores issued over the Dominion; keeping transport requisition book. Sees that Deputy Adjutants General and officers commanding corps are duly notified and furnished with letters and receipts for all issues made. Prepares annual statement of all issues for director of stores; prepares stock books for annual board of survey, also estimate of repairs, &c., at headquarters; sees that stores are properly shipped, and that the necessary papers accompany the same; supervises as to cleanliness, care and management of all stores at headquarters, Ottawa.

F. E. KNIGHT, Third Class Clerk.—Clothing ledger and vouchers for clothing; record of all clothing requisitions sent to headquarters; record of all expenditure requisitions, stores for action, received and approved. Corps deficiencies and accounts for same sent for collection, record of all correspondence, case book and index to same; stationery and forms received and issued; general correspondence and charge of the different corps' papers.

J. A. McCANN, Third Class Clerk.—Writing and indexing the correspondence of the store branch, about twelve thousand pages in six years. Examining, checking and entering railway, express company, steamship and shipping agents' accounts, local tradesmen's stores, employees' pay-list, &c. Also examining accounts from Imperial Government for Imperial stores of all description, checking and entering them, as well as the accounts for stores, clothing, &c., purchased from private firms in England. Preparing contracts for clothing and store supplies; checking the invoices and accounts from contractors for these lines, and entering them. All accounts for clothing and stores are checked and entered by this clerk. The work connected with advertising for tenders and the preparing and distributing forms of tenders; scheduling tenders for clothing, store supplies, equipment, &c.; also scheduling the tenders for the annual supplies for the nine schools of instruction. The latter work is confidential. Any and all other work he is directed to perform.

L. FOLEY, Third Class Clerk.—Record of all deposit receipts for stores issued on repayment and rents. Clerk of monthly returns of district stores and store ledger at headquarters. Check of monthly returns of the permanent schools and Royal Military College. Statements of ammunition, stores, &c., as required from time to time. Accounts made out for stores issued on repayment, and any other duties as may be required.

Engineer's Branch.

H. JAMES, Architect, First Class Clerk.—General supervision of all repairs and alterations to military buildings; supervision of clerks of works; drafting of sketches for new buildings, checking of all accounts and supervision of all works generally; also making up of all estimates.

Lt. F. W. WHITE, Assistant Architect, Second Class Clerk.—Making of all working drawings, specifications, etc., general correspondence; inspection of all contracts and day work, and reporting thereon; docketing of all correspondence, and general care of the same.

Adjutant General's Office.

Lt.-Col. T. BACON, First Class Clerk.—Attends to the correspondence in the Adjutant General's Office, keeps record of cadets entering the Royal Military College, and officers, non-commissioned officers and men entering schools of military instruction; attends also to the printing of examination papers for the College, and has a general supervision over the work in the Adjutant General's Office under that officer.

T. C. LAROSE, Second Class Clerk.—Opens, docket, registers, indexes and records all incoming correspondence, and also keeps a record of outgoing letters; the correspondence this year amounts to 8,914 incoming, 9,384 outgoing documents, or an

average of incoming letters of 743 per mensem, and of outgoing letters, &c., of 782 per mensem.

Major W. R. S. WAINWRIGHT, Second Class Clerk.—Keeps four registers of enlistments and discharges of the men of the permanent corps, and records their attestation papers; keeps two registers of cadets and graduates of the Royal Military College; keeps register of seniority list of Field Officers of the Active Militia, and list of all officers on the retired list. Keeps register of all officers of the Active Militia by corps; keeps register of drill companies in educational instructions; keeps register of officers of reserve militia by corps, and register of certificates of military instruction issued by the several schools. Prepares military general orders for publication, also annual militia list; makes out commissions of officers of militia, averaging annually 450.

W. J. DAVIDSON, Third Class Clerk.—Addresses and mails general orders to staff and all officers of the active militia entitled to receive them, averaging 22,000 per annum, or 1,833 monthly. Attends to printing and proof-reading of all forms, etc., issued from the Adjutant General's Office. Keeps record of receipts from printers and issues to the Commandants of Royal Military College and military schools, to the staff and officers of the Active Militia, and keeps record thereof in books kept for the purpose. Keeps also record of all monthly, semi-monthly and weekly returns from the commandants of military schools. Sends out annual military report, militia list, and all publications issued from the Adjutant General's Office to the Active Militia, keeping record of the issues.

2897. What is the method employed in your department for the collection and deposit of public money?—The only public moneys we receive are from rents for properties under control of the Department of Militia. Besides that, we have the sale of some stores and ammunition. The money is generally deposited to the credit of the Receiver General.

2898. In your militia lands you follow very much the same practice as in the Ordnance lands?—We give strict orders not to send us any money, and if money is sent it is immediately deposited to the credit of the Receiver General.

2899. Give a general idea of the method employed in controlling the expenditure of your department?—The expenditure of militia is controlled by the votes of Parliament. The rates of pay and allowances of the general officer commanding the militia, and the pay of the adjutant general, and of the district deputy adjutants general are fixed by statute, "The Militia Act." The rate of pay and allowances for the Active Militia officers, men and horses, when called out for service or for the annual drill and training, are established and regulated by militia regulations and orders, 1887. The care of arms, drill instructions, postage and stationery allowance, are also regulated by regulations and orders, 1887. The pay and allowances of the permanent corps—artillery, cavalry and infantry schools—including issues of clothing, fuel, light, forage and daily rations for subsistence are fixed both as to rates and quantities, by regulations, permanent corps, of December, 1889. The pay of district paymasters, officers, professors and instructors of the Royal Military College, is fixed by Order in Council. Pay of storemen, caretakers and labourers in the several military districts, is fixed by the Minister of Militia and Defence, on appointment.

The supply of military stores and clothing is obtained on the tenders of contractors, which have been accepted and approved by the Minister of Militia and Defence.

Work for repair or construction of military buildings, barracks or property, is performed by contract work or on special authority for the expenditure by the Minister of Militia and Defence, where no contract exists.

All expenditure not already provided for by the standing regulations and orders of the Militia, require the certified approval of the Minister of Militia, on an expenditure requisition, before payment can be made. The duties of militia staff officers, those of regimental officers and men, methods of paying, transport, subsistence, discipline and interior economy of the militia force, both in the field and in the barracks, and mili-

tary pensions, are all provided for in the regulations and orders already quoted. Regulations printed forms, numbered and registered (*Vide* R. O., 1887) applicable to all these services, are issued by the department to the militia district staff for service of the force.

All claims against the department required to be certified by the proper staff officers, and all concerned, that the claim is correct and in accordance with regulations and orders, or that the service has been performed under special authority; the prices according to contract, or if not contract that they are fair and just, and that no item in the claim has been previously submitted for payment,—before the claim will be paid by the Department of Militia and Defence.

In all matters of expenditure required for the public service, or issues required for the public stores of articles of equipment of the force, authority must be procured from the Minister or his deputy. For this purpose correspondence is carried on directly between the general officer commanding and the Minister or deputy. Signatures or memoranda on the margin of requisitions, or other documents suffice to carry on this part of the public business under proper responsibility, and I find that a good deal of the business of the department is despatched with expedition in this manner. All issues from the public stores are also checked and authorized in the same way.

2900. What system of purchase is adopted in your department?—The system of purchasing is by tender, and when articles of equipment are required in any of the various military districts, that cannot be issued from our stores, an expenditure requisition is submitted by the deputy adjutant general commanding the district. This requisition is sent to the general officer commanding at headquarters, and this officer, if he approves of the request, forwards the requisition to the Minister, with his recommendation. Issues and receipts of militia stores are also made upon regularly approved requisitions, through the deputy adjutants general commanding the various districts, to the adjutant general at headquarters, who forwards the requisition with his recommendation or that of the general officer commanding, for final approval of the Minister. Contracts in the department are awarded by tender after advertising. Tenders are all addressed to the Minister and are opened and classified by a board of officers appointed by him.

2901. In your department is work ever done without a tender being called for?—A certain quantity of day work is so done. There are certain things for which we cannot ask for tenders and we get them done by contract. For instance, we have a certain amount of expenditure on a drill shed, which may be very small, and you cannot exactly tell how much it will cost and then we do it by days work.

2902. But you would not erect a new drill shed in that way anywhere?—No; besides, our department does not erect new buildings; we turn that over to the Department of Public Works. We can repair any old building, but we cannot put up a new building as that belongs to another department.

2903. These things that are done without contract are always of a trifling character?—They are things that we cannot do otherwise.

2904. Is that rule of buying stores by competitive tender ever departed from?—That is an invariable rule for the purchase of stores for the equipment of the force. It is never departed from except where the expenditure is so trifling that it will not be worth while to ask for tenders. But wherever it is possible at all to ask for tenders we always do so.

2905. What are the articles of largest expenditure for which you ask for tenders?—All the stores that are required for the equipment of the force, all the clothing, arms and accoutrements. The clothing comprises a good many things. The helmets are always purchased in England. Then we have the flannels and the undershirts which we have to purchase, because we give a free kit to every soldier that enlists in our schools.

2906. When the volunteers, men who belong to ordinary civil life, go out to drill once a year, do you furnish them clothing?—We furnish them with a uniform, that is a tunic, a pair of trousers and a helmet, or forage cap, and arms of course.

2907. Now, what about the cavalry horses?—We do not furnish them with horses, if they belong to volunteer corps they have got to furnish their own horses. The horses are inspected before they are taken into camp, and if they are found suitable for camp duty they are taken on. We do this in order that if an accident happens the department may be protected, because we are responsible for the horses, and satisfy ourselves that the horses admitted there are sound.

2908. What sort of system or choice do you follow in the purchase of artillery?—All the artillery that has been purchased until now has been purchased from the War Department in England, but the shells are now made in our country in Quebec. We are now manufacturing sixty-four pounder shells and the common shells, and the nine pounder shells we now manufacture in our cartridge factory in Quebec. We can turn out sixty-four pounders a little cheaper than we used to pay for them in England.

2909. Do you find them effective?—Yes, they are very good. I think we can beat the English manufacturers.

2910. And the ammunition, the rifles and stores?—The ammunition is all made in our own cartridge factory, but we purchase the rifles. The guns and rifles all come from England.

2911. You do not attempt to manufacture them?—No.

2912. Do you not think you could manufacture them?—Of course we could, but it would take a pretty large capital which would have to be provided by Parliament. We have nothing at all corresponding to the Springfield factories. We have qualified English armourers here, one in each district. These armourers are well qualified men, and they keep our arms in good condition. Of course these arms have seen a good deal of service and frequently require to be repaired. They are sent into the armouries in the different districts where they are worked up and made serviceable again.

2913. Do you keep abreast with the improvements that are made in firearms?—I am sorry to say we do not; that would cost a good deal of money, which we have not at our disposal. For instance, in rifled ordnance that attracts so much attention to-day we cannot keep up with the age. We must be satisfied with what we have. We have got very fair nine-pounder rifle guns. The force is armed with the Snider, which is a very good arm in ordinary circumstances, and we have about eight thousand of the Martini-Henry rifles.

2914. But as to guns you are a little behind in improvements?—Yes, we are.

2915. You have no expense in keeping up the garrison at Halifax, which is done by the Imperial authorities?—They do it all.

2916. Are the fortifications at Quebec under your charge?—Yes.

2917. Is it your business to keep them up?—Yes. As far as we can with the small means at our disposal.

2918. To see that they are in proper order and properly armed?—If we had the money we would spend a good deal on the fortifications at Quebec, because they are in such a state now that in some localities the walls are beginning to be dangerous. Representations have been made to the Government which will oblige the pulling down of the walls in some places in order that they may not fall on people's heads.

2919. What was done with all the fortifications constructed at Lévis?—They are kept in good order. They would be of considerable use in case of emergency because they command the river on both sides, in fact they would be a great deal better than all the walls that exist on the citadel and are now of no use in a military point of view.

2920. Have you anything to add concerning your method of controlling expenditures?—We have a system of blank forms for expenditure requisitions. If an officer in any particular district thinks it necessary for him to go to a certain expense, he has to fill up his blank form of requisition, stating that in his opinion a certain expenditure is required for certain works, and that he has gone to the trouble of ascertaining, by tender, what it would cost, and he gives the amount of the lowest tender, and he asks the Minister to accept this tender. This is sent in and shown to the Minister, and if he authorizes the expenditure the requisition is sent back accepted, and that is his

authority. Then, when the expenditure has been made, the accounts are all sent back and audited, and are paid as a matter of course.

2921. But the expenditure must be kept within the vote of Parliament?—Certainly; that is the reason why, when this requisition comes to the Minister, it is examined by the deputy first to ascertain whether there is money to meet the proposed expenditure, and then, after a certificate is given to that effect, the Minister's authority is either given or withheld.

2922. How do you call for your tenders?—They are advertised for.

2923. Have you any rule concerning the medium of advertisements?—The Minister generally gives us a list of the papers in which he wishes the advertisements to be published. Lately a new means of advertising by posters has been tried, and works well and is economical.

2924. In addition to his salary, is any official in your department in receipt of any additional allowance or perquisite, and if so, please state particulars?—One second class clerk has free lodgings, with fuel and light allowances, in addition to his salary. This clerk is in charge of the store building at headquarters, which contains about \$250,000 in value of stores of various kinds required for the force. I think this is a good arrangement and should be continued. We found that it was important that this man should live on the premises. We have given him rooms in the attic, and he lives there with his family.

2925. Is it possible, in your opinion, to reduce the expenditure on account of the services under the control of your department, without impairing their efficiency, and if so, state in what way?—I see no means of reducing the expenditure of the department, without impairing very materially its efficiency. The expenditure, on the contrary, will have to be increased, as the department is developing and the work increasing.

2926. Did you ever compare your expenditure with the expenditure of Great Britain for the same object?—No; it is not at all the same system and no comparison can be made.

2927. Is there any comparison to be instituted?—I do not see what comparison you could make, because there the volunteer system is dovetailed into the other, and the volunteer force in England is comparatively a trifle as compared with the regular force, which involves the main expenditure.

2928. In your department, have any abuses prevailed in connection with the supervision of payments?—No abuses have prevailed in my department in connection with the supervision of payments.

2929. There is an expenditure of \$12,000 for a house in Kingston?—That is for the Commandant of the Royal Military College.

2930. That is one of the perquisites?—Yes.

2931. You build a house, which is the property of the department, and you allow him to use it?—The house was purchased by the Government.

2932. Have you any suggestions to make with a view to possible amendments of the Audit Act?—I have no suggestions to make as to the advisability of amending the Audit Act. My experience of the working of this Act is limited to the fact that I must submit to an examination of all accounts, and establish that all payments are supported by vouchers, and that moneys voted by Parliament for militia services have not been spent improperly, and for other than the purposes for which they were voted. As far as my department is concerned, the auditing of the accounts has been fair and just.

2933. Have you any idea about the salaries to be paid to deputies?—I am getting \$3,200.

2934. Are you of opinion that considerations respecting work, length of service and different responsibilities, should make a difference in salaries?—I think that all deputies should be treated alike; that is my candid opinion about it. I suppose deputies are like all other men, they can only do a certain amount of work. If a man is judged to be of a calibre to be made a deputy of, he should be well paid. I do not see why one should get more than another.

2935. What is your opinion about the pay?—My opinion is that the deputies are underpaid. If you compare the amounts they receive with what is paid in large firms or corporations, you will find that the deputy ministers are underpaid in view of the importance of the duties they perform. In fact the pay has not been increased for the last ten or fifteen years.

2936. How does it compare with the pay that was current say twenty-five years ago?—Well, I suppose the deputies are getting now \$200 or \$300 a year more than the salaries that were paid twenty-five years ago.

2937. What is your idea about the proper salaries to be paid to deputies?—That is a difficult thing to say, but I really believe that the minimum salary that should be paid to a deputy should be \$5,000. You want a man who is worth \$5,000 a year whether you pay him that or not; that is the long and short of it. If a man is not worth \$5,000 then send him away and get one that is. The responsibilities of the position are such that, if you compare them with the positions of equal responsibility in other walks of life, the deputies will not be overpaid at \$5,000. But I would not make the salary \$4,000 for one, \$3,000 for another, and \$5,000 for another. I think that would be unfair. I believe that, like Ministers, they should all be on a par.

2938. How many chief clerks are necessary in your department?—We have three, I believe, in my department. I do not see how we could do without them.

2939. If the office of accountant or book-keeper in your department was vacant, would it be necessary to fill it with a chief clerk?—I think it would be advisable.

2940. Do you not think a salary from \$1,400 to \$1,800 would command an efficient man?—We require to have a very good man there. I have always had a chief clerk at the head of that branch as well as in the store branch.

2941. Could you suggest a better division of the clerks than that which now prevails, into first, second and third class?—No

2942. Should not the titles, in some respects, correspond to the different kinds of work the men have to do?—Well, it would be as broad as it is long, and would amount to the same thing. I am perfectly satisfied with the way that things are now in my department and the way the work is distributed and the way it is done. I do not see that any change in the theoretical organization would be advantageous.

2943. If you had a clean slate to reorganise your department would you still retain the classification of clerks that now exists?—If I had power to begin anew, that would be quite a different thing.

2944. That is what we mean; what is your theory?—If you have got to have new hands through the department, you do not know what you would be getting if you put in a lot of third class men that are willing to work for \$400 a year, you would be obliged to build up a new department, it might turn out to be a very difficult thing.

2945. We presume that there must be a certain number of chief clerks of the first class and second class, like colonels, majors and captains in the army?—Yes.

2946. If you had to begin all over again should not that number, in your opinion, be limited?—Perhaps the first class clerks could be reduced. The reason why we have so many of the first class is, as I have already stated, because we have some old men who have been working there for a very long time and have come to be first class clerks.

2947. And are doing inferior work?—Well, they are doing good work.

2948. They are doing the same work they did when they were in a lower grade?—Some of it, but I cannot say they are doing inferior work. Of course those men are the most experienced men we have in the department, and the best work is done by them.

2949. Do you think that the increments of the first, second and third class clerks should be the same, and that they should be the same in all departments?—Unless called upon for special or technical duties, in my department I think they should be the same.

2950. A third class clerk the same as a chief clerk?—Of course a chief clerk has the superintendence and supervision of everything in his charge and is better remunerated.

2951. Then you are of opinion that there should be different increments for different grades?—If by increment is meant the statutory increment I think it should be the same for all classes.

2952. And for the different duties?—I would not like to speak for any department outside my own. \$50 yearly as an increase is small enough as an addition to a four hundred dollars salary. Larger salaries should not be proportionately increased.

2953. Tell us how new appointments are made in your department. If another clerk is wanted in the Accountant's branch, for instance, does he report to you and do you enquire into the subject then or does the head of the department come to you and say: I want a new appointment to be made?—I generally consult with the Minister and tell him that we want an appointment in the Accountant's branch, and we take the best man in the whole department and put him there in order to expedite matters. If a new clerkship is to be created, we have to go to Council and proceed as laid out in the act.

2954. You take the best man of the men already in the department?—Yes.

2955. But supposing a new man is brought in?—I do not see that we would require to bring in a new man at all.

2956. But supposing a first class clerk were to die to-morrow morning, would you try to get rid of the appointment altogether if it were not necessary?—If it were not necessary we would get rid of it, certainly.

2957. Do you recommend or nominate?—I have recommended, but not in every case successfully. The Minister appoints whoever he wishes.

2958. If you are in accord, all right; but if you are not in accord, he over-rides you?—Of course that is the prerogative of the Minister, to appoint whoever he pleases in his department.

2959. Do you think the deputy heads should have power to suspend?—Yes, certainly.

2960. When the Minister is present as well as when he is absent?—I think so. I think the deputy minister should be able to suspend, and then go and report the case to the Minister at once.

2961. Supposing the Minister re-instates?—That is his business, if he chooses to do that and put his deputy in a bad light of course the deputy cannot help it. But the Minister is responsible for that.

2962. It is rather dangerous, is it not, when the Minister is in town and available to act without consulting him?—I do not know about that. Some times the action of the deputy, if properly taken, could prevent a good deal of trouble. I certainly think the deputy should have the power to suspend. Of course if the Minister says: You are wrong and you have got to take that man back at once, let him do it, but I think in most cases the Minister would support the deputy.

2963. In the list of questions sent to you, was this one: "Have any persons found their way into the service of your department, who, either from defects existing at the time of their appointment, or from advanced age, or from bad habits, are ineligible for retention in the service." You did not answer that question?—Yes, I think I did. I had one case long ago, but I got rid of him.

2964. You have in your department what you call a militia branch?—Yes.

2965. At the head of that is the Adjutant General?—Yes.

2966. He reports to the Major General commanding the militia?—The Major General is at the head of the force.

2967. But the Adjutant General is paid \$3,200 a year and reports to the Major General?—Yes.

2968. In fact it is a little "Horse Guards," and you are the War Office?—Yes.

2969. Following the English analogy you have mapped Canada out into military districts?—Yes.

2970. How many districts are there?—Twelve.

2971. At the head of each military district there is a Deputy Adjutant General and a Brigade Major?—There is not a Brigade Major in every district, but in most of them. There is a Deputy Adjutant General in every one. Some have two districts to command.

2972. That follows the English plan. There there is a general commanding the Plymouth division and another the Portsmouth division, and so on?—Exactly.

2973. Are these permanent officers?—They are supposed to be appointed for five years, but they are generally continued. They are military men.

2974. Are they men in the regular army, or where did they learn their professional business?—Some of them have had experience in the English army, others are men who have formed themselves; and we have men in Canada who have formed themselves that can compare with men that have seen service in the English army.

2975. What does the Deputy Adjutant General do, as a matter of fact?—He is in charge of the whole district, and he has got all the inspections to look after. He has to answer all the correspondence that comes from headquarters; he has to assemble the several boards, and has general superintendence of the force in his district, which he commands, and he has to inspect the clothing, arms and equipment of all the different corps in his district.

2976. What do you call inspection?—He has got to go himself and examine the arms, armouries and other buildings, examine the accoutrements and clothing. That is done twice a year, or oftener if required.

2977. Do you look for a report from them?—Yes.

2978. What does the Brigade Major do in a district?—The Brigade Major is supposed to assist the Deputy Adjutant General. Some have a whole district under their charge.

2979. Holding analogous offices?—Yes, except the one is under command of the other.

2980. Are any of the Deputy Adjutant Generals commandants of the schools?—Yes, some of the commandants are Deputy Adjutant Generals. That was done in order to save some expense. Instead of the salary of a Deputy Adjutant General they are allowed a dollar a day in addition to their pay. They act as commanding officers of the school as well as commanding officers of the district. There are in all five Deputy Adjutants General who in addition command schools of instruction, five others without schools and six Brigade Majors.

2981. You stated just now that occasionally requisitions are made out for a corps and reported to the Deputy Adjutant General, and he reports to the Major General who reports back again to the department. Suppose that Private Tommy Atkins of the 25th Battalion of Glengarry volunteers wants a new uniform out of your store, what process is gone through?—He has to go to the captain of his company and state what he wants, then the captain makes a requisition, and this requisition is sent in to the Deputy Adjutant General who sends it to the Adjutant General, and he either recommends or refuses the requisition. When Tommy is entitled to a new uniform, he need not ask for it, it goes to him as a matter of course.

2982. The deputy sends it to the Adjutant General?—Yes. Then the Adjutant General sends to the deputy minister, and the deputy minister ascertains when the last issue was made and whether they have a right to this, and if they have, it is issued; if they have not a right to it it can only be issued on payment.

2983. Then you refer to the director general of stores?—Yes.

2984. Does it go back through the same process?—It goes from one officer to the other.

2985. From the Director General of Stores to the Deputy Minister of Militia and from there to the Adjutant General, and from there to the Deputy Adjutant General and from the Deputy Adjutant General to the colonel of the regiment, and from the colonel to the captain till the private gets it?—Now, look here gentlemen, it is Tommy Atkins only that you are talking about. If you choose I will explain that to you so that you will see it in a little different light, because it is not supposed that Tommy Atkins ever asked or ever will ask for clothes of that sort. He has no business to ask for it. When a corps is entitled to clothing they make their requisition in form, not for Tommy Atkins alone but for the whole corps. They have a right to that clothing and their requisition comes up from one officer to the other as a matter of course. The clothing is issued because they have a right to it and the requisition has been made through the proper channel.

2986. But a whole company might have to go through that process?—Yes, undoubtedly, but what else would you do? I think the English system is longer than that. There is a little red tape everywhere.

2987. You have a deputy adjutant general in British Columbia?—Yes. He is also commandant of the school.

2988. And you have one in Manitoba?—Yes.

2989. Both those provinces came into the Union since the Militia Act was passed?—Yes.

2990. In British Columbia there was a military force before they entered the Union?—There was a very slight military force, there were only two or three companies, if I remember right at that time.

2991. Suppose a window is broken in the citadel in Quebec, what steps are taken to get that window repaired?—We have men in the locality who will go and put it up at once if it is an emergency.

2992. Is there no reference to Ottawa?—Not if it is an emergent case.

2993. Does the same principle apply to the Military College?—To a certain extent. We allow the Commandant of the Royal Military College to spend a certain amount of money per month for barrack inspection, and he gives in his barrack inspection reports in which he shows the urgent repairs that he has been obliged to make during the month. On the other hand he has to furnish a second monthly barrack report in which appear the list of repairs that are not considered urgent and for which he requires authority before he can take action. But there are urgent cases; for instance, a pipe might freeze. In such case he would not wait for authority but he would send for a plumber. There is a certain latitude allowed him in case a window is broken open he has got to fix that up at once. He sends for the plumber and pays him and that is put in the barrack report.

2994. May one refer to the deputy adjutants general; they command the district camps do they not?—Yes.

2995. Are the camps held simultaneously?—No, not always. In holding the camps we generally select the time that is most convenient for the local officers and men of the force.

2996. But are not the camps so arranged that the Major General commanding the force pays a visit to each camp?—Yes.

2997. Then of course the camps cannot be held simultaneously?—The general can go from one camp to the other if they are not too far apart. He may spend a day or two in one camp and then go to another.

2998. As a matter of fact they do try to have the camps so close as to give the general an opportunity of visiting as many as he can?—That is not taken into consideration at all. We generally take the time that suits the force best.

2999. You have certain lands and military property under your care?—Yes.

3000. Are they the same as ordnance lands?—Yes, they are ordnance lands which have been turned over to the control of the department.

3001. They are not for sale like the ordnance properties in the Interior Department?—No. When we do not require them for military purposes, we generally transfer them back to the Department of Interior with a request that they be sold. They are in class *a*.

3002. There are some pensions payable to veterans of 1812; in Upper Canada there are over forty of them still alive?—Yes.

3003. Do you satisfy yourself that these people are living to-day?—We receive a declaration from them subscribed to before a magistrate, and we pay on that.

3004. In Lower Canada you have seventy-five of them still living, and some of them are marked as over one hundred years of age; are you satisfied of this?—We have all the papers. But I do not believe they are as old as that. There are a few old men, no doubt.

3005. It does not matter how old they are, the great thing is to find out whether they are living or dead?—We have satisfactory proof that they are living.

3006. Would it not be worth while to send a man to see these men in the flesh?—I think it would.

3007. In your Militia Act there is a system of militia fines for people who do not turn up to drill?—Yes.

3008. Are these fines rigorously enforced and collected?—Very seldom, but there have been instances.

3009. But as a rule these people are not fined?—I do not believe they are often fined. A captain may have his company full, he may have enlisted eight or ten more men than he requires; if so, he leaves the others behind, and provided he has got his company full, he does not care to take any action against those that are left behind.

3010. There is an option in enforcing these fines?—Yes.

3011. It would appear as if there was a very small amount of fines collected?—It is exceptional.

3012. Your department is principally a spending department?—Yes, I am very sorry we bring very little into the revenue. But if the country wants a militia force it has got to pay for it.

3013. You have one vote for ammunition, and a vote for the Cartridge Factory at Quebec?—Yes.

3014. You paid about \$9,000 for ammunition? Was that ammunition bought from the Imperial Government?—No, at present we buy none of our ammunition from the Imperial Government. Until lately we have been buying from the Imperial Government shells and cartridges and Martini-Henri ammunition, but we are going to manufacture all these in the Government factory.

3015. This cartridge manufactory in Quebec, which cost us \$60,000 last year, is to supply the country with ammunition?—Yes.

3016. Will it be cheaper than the old system?—The ammunition we are using now, Snider cartridge, cannot be bought in England. We have got to manufacture it here.

3017. You do not look upon the Snider as a fit arm?—It is the arm of the force and we have to get the ammunition for it.

3018. But it is not a fit arm to go to war with?—No, it is not. For three or four hundred yards it is good enough, but it is a very poor arm for long distance.

3019. If any war were to break out, what would you do, another Riel rebellion or something of that kind?—We would do a good deal of harm even with these Sniders.

3020. You say you have got 8,000 Martini-Henri rifles?—Yes, about that number.

3021. Your main depot for stores is here in Ottawa, on the canal?—Yes; we have local stores in the different districts.

3022. Is your ammunition stored at Quebec?—We have ammunition stored at Quebec, we have some in Montreal and we have a little here, and some in other districts.

3023. When Tommy Atkins' company wants to be replenished with rounds of ammunition, where do they get it?—They can get it at the district stores, but if it is a large amount they send here for it. But generally the ammunition is distributed. Of course there is no danger with cartridges, they are not likely to lose powder. We have a certain amount of them in the different stores in express magazines.

3024. Is there an inventory of the stores kept in your department?—Yes.

3025. At any moment you know the total value of all the stores throughout the Dominion?—Everything that goes out and everything that comes in is accounted for.

3026. Some years ago an inventory of the militia assets of the Dominion was taken and published as a preface to the public accounts; it showed the value of all these militia stores was about two million dollars?—I do not remember that. If you take into account the armament and militia property I have no doubt it would come to that figure.

3027. However, you keep an inventory of your stores and their value is very large?—Yes.

3028. They are chiefly stored here?—We have the principal part of our stores in that large building near the canal, and I would be very glad indeed to show the gentlemen of the Commission through that building.

3029. You have not two million dollars' worth of stores apart from your guns that are mounted on batteries, and all that?—Oh, no.

3030. What would be the value in your store here?—About \$250,000.

3031. Then you have standing materiel all over the country?—Yes; that is the local materiel we require the year round.

3032. You have a few Armstrong guns now?—I am not putting those in. I am not talking of guns. I am talking of everything inside the stores.

3033. But that inventory of two million must have covered the guns on the batteries?—Yes; our field batteries are armed with the best improved rifle gun you could get of their calibre.

3034. For clothing you expended last year about \$80,000, of which Montreal supplied \$30,000.—Yes.

3035. Rosamond & Co., \$41,000?—Yes.

3036. O'Brien, of Montreal, \$45,000?—Yes; they made the overcoats.

3037. These are the chief purveyors?—Yes; they are by contract.

3038. All these tunics, caps, trousers and overalls, were they all inspected when they came in?—Yes, we have an inspecting officer for that purpose. We inspect the clothing before the clothing is manufactured. The manufacturer sends us samples for inspection before he completes the manufacture. We do not allow them to commence a manufacture of clothing before they make a few samples in order to satisfy us that they are right. The clothing we have, I believe, gives great satisfaction; in fact, it is better than the English clothing, but it costs a good deal more; it costs 50 per cent more in most cases. The consequence is that with the same amount of money we could double the amount of clothing. Whereas now we are obliged to manufacture our clothing in the country. We have to pay 50 per cent over and above what we formerly paid, and our vote for clothing is the same. The Government as a whole should bear that which is a loss to the department and give us an increased subsidy.

3039. But that increases the cost of your department to the country?—Yes, very much. Then it places us in a position that we cannot get as much clothing for the same money as we used to and our vote is curtailed so much. We are the only sufferers in fact.

3040. The clothing is supplied at a cheaper rate now than it used to be?—There is very little difference.

3041. Who looks after the proper care of all these stores from time to time?—We have a set of men there who are working constantly. We have to keep working at this cloth in order to keep the moths from getting near it. It requires a great deal of care.

3042. But who checks the quantities on hand?—We have a book there in which everything that goes out of the stores is checked, and everything that comes in is taken in store charge and put in charge of the man there who is responsible for it.

3043. Do you ever have anything analogous to stock-taking once a year?—Always. We have a board of officers who do that regularly, outside the storekeeper. A board of officers pass judgment upon the storekeeper. This board is generally composed of three officers who come here and visit the store and the clerk in charge is obliged to show the whole stock and count everything that is in there, just as you take stock in any mercantile business house.

3044. Two or three colonels of regiment compose the board?—Yes, generally.

3045. Not in the sense of being deputy adjutants general?—Yes, sometimes, or a brigade major. They are our own officers; they are outsiders, though, and have nothing to do with the stores—perfect strangers.

3046. Where do you get the material for the manufacture of cartridges?—The prices of the things we require in that factory are known to the market. For instance, there is a certain price for the brass strips, we pay the market price, and the same for the lead.

3047. You purchased \$39,000 worth of a firm named Chinic, in Quebec; for large amounts like that do you not ask for tenders?—This amount covers all the supplies required during twelve months for the Cartridge Factory, the "B" battery and the

works in the District of Quebec. The Minister authorizes the purchase of these things direct through Mr. Chinic.

3048. Why could you not purchase that yourselves?—Certainly, I would prefer in every case to purchase direct from the manufacturer.

3049. That merchant will not give you his name to do those things without charging something for it?—I do not suppose he will.

3050. In addition to the vote for clothing there is the expenditure for militia stores of \$47,000 altogether, which covers a lot of odds and ends sent to the several militia districts. How are these bought, as a rule?—Those are bought by tender. A contract has been made for all these supplies after tenders were advertised for.

3051. What is the allowance for the care of arms at an armoury? You expended \$60,000 last year for armouries and care of arms?—The allowance is \$40 per company, and \$60 per troop of cavalry.

3052. Are these people in charge of drill sheds?—Yes; or in charge of the branch stores.

3053. That is the drill instruction for which you spend \$36,000?—Drill instruction is paid to every captain.

3054. Is there an allowance also with that?—Yes.

3055. Is there any test to show how the company is instructed?—Yes; there is a sum of \$40 per annum as an allowance for drill instructions for every troop of cavalry, and other companies of all arms, and \$200 per annum for the instruction of every field battery of artillery.

3056. How long do the annual drills last?—Twelve days.

3057. What percentage of militia is called out each time?—About twenty-two thousand.

3058. How often is each man drilled?—He is supposed to be drilled once every two years.

3059. Half the force is drilled yearly?—Yes; we have not money enough to drill them all yearly.

3060. The contingencies for which you spent \$36,000 last year, cover the aid to the bands?—Yes; travelling expenses of the staff, and the allowance of postage and stationery.

3061. Your aid to the bands is given according to the degree of efficiency of each one?—We have the report of the deputy adjutant general in the different districts, and they are paid \$75 or a \$100 or \$150, according to the number of men in the band, and their degree of efficiency, and the expense that the officers are put to for the maintenance of the band.

3062. For drill sheds and rifle ranges \$26,000 was spent last year; that is for rent and repairs?—Yes.

3063. For constructing your batteries, your military college and all that kind of thing, you spent \$70,000; how do these military properties come under your care?—When they were given over by the English Government they were sorted, and those that were considered required for militia properties were left with us, and the others were given over to the Department of Interior.

3064. Should not those properties be under the care of the Public Works Department?—I do not see why.

3065. But is not the law clear, that all public properties should be under the care of the Public Works Department?—Not if they are in use, the rifle ranges for instance, drill shed, &c.

3066. Not those buildings for which you pay for repairs and construction, such as the citadel of Quebec, the Kingston military college, the Fredericton battery, and so forth?—The Public Works Department erected those buildings, and turned them over to us, and we have to keep them in repair and work them.

3067. But don't you do it illegally?—There was an Order in Council passed to that effect.

3068. But is not the Order in Council contrary to the Act?—That is a question that was discussed between the two Ministers, and Sir Hector Langevin claimed that my Minister had no right to interfere, and that all these buildings belonged to the Public Works Department. The question was subsequently settled.

3069. The Public Works Department is charged with the repairs of all the public buildings throughout the Dominion except those under your department?—I believe they are—at least I do not know about anything outside my own department. I would be just as well pleased if some of the buildings under my care were transferred to the care of the Public Works, because I would then hold them responsible for many things I have to do myself with an inefficient staff.

3070. As a matter of fact you have an architect and an engineering staff looking after these buildings?—We have only two men who look after these buildings.

3071. Would it not be a matter of efficiency and economy if they were amalgamated?—I do not know that it would be a matter of economy. I think we can economize as well as anybody else, so far as that goes.

3072. But outside labour is employed anyway, whether the Public Works or your department has charge?—Yes.

3073. You have at Quebec a drill shed for “B” Battery?—Yes.

3074. You have a cavalry school at Quebec?—Yes.

3075. You have the cartridge factory?—Yes.

3076. You have the artillery guns?—Yes.

3077. You have the Dufferin Terrace?—Yes.

3078. The Engineers’ Camp at Lévis?—Yes.

3079. And the forts at Lévis?—Yes.

3080. The Citadel and caissons?—Yes.

3081. And the general works?—Yes.

3082. How many clerks of works do you employ at Quebec?—Two.

3083. How many had you two years ago?—We only had the two, and there were labourers working with them; and our assistant architect here used to run down there sometimes.

3084. You had not six or seven men?—No.

3085. Never?—No.

3086. Say in the year 1888?—No; I do not think so.

3087. At all events, the staff is limited to two now?—Yes; perhaps you mean the men that are employed in the stores?

3088. No; the clerks of works that are entered in the Auditor General’s Report?—I remember now that there was a mistake, and there were men entered as clerks of works who were not such. They are men employed as ordinary labourers, and were entered as clerks of works. They were only paid labourers’ wages.

3089. That was a mistake of the Auditor General in 1888 in calling them clerks of works?—Yes; probably there was a mistake made sometimes. There was a number entered as clerks of works that were not clerks of works.

3090. In Kingston, for instance, where you have large establishments, how do you get your coal?—By tender.

3091. There is also at Kingston a penitentiary?—Yes.

3092. And there are also custom houses and inland revenue offices?—Yes.

3093. Is there any concert between your department and other departments to get a supply of coal?—None whatever.

3094. In fact occasionally some of the departments are bidding against each other?—I do not know, I am sure. We ask for tenders for the supply of coal that we require, and it has never been mooted at all that we should ask our neighbours to join us in getting a supply of coal.

3095. Do you think it would be advisable to extend your system of a director of stores, and to have a director of stores for all the expending departments; a highly paid official who should buy and control the stores of the militia, the marine and railways?—Yes, certainly. I think it would be a very good move. I think it would be a

still better plan if all the fuel required for public buildings were controlled by one department.

3096. That is virtually the case now, barring the penitentiaries?—We would have to send our requisition for so much coal at Kingston, for Quebec and for other places, and whoever is charged by the Government to purchase coal in bulk for all the Government establishments would make a better bargain than if each department bought its coal separately. We buy it locally in Quebec, in Kingston, and in every locality where we have a school, Manitoba, British Columbia, Fredericton, London and Toronto—we buy from local dealers in those places.

3097. You must pay a pretty good price for it?—Yes, we do but not over market price.

3098. Your bill was very high for Canadian anthracite coal used at Winnipeg?—We are badly situated in Winnipeg. Our troops there are located in wooden huts, that were not put up as permanent buildings at first. These huts are now in such a state that the wind goes right through them, and it is only by the use of an excessive amount of coal that our men can keep soul and body together through the winter. I have no doubt that there would be a great deal of money saved if there were a purchasing agent for the Government. That is the way they do on the Canadian Pacific Railway.

3099. Is there anything being done to house your troops in Winnipeg any better?—I hope we shall succeed this year in getting a new building put up. But our men are badly off this year, for those old huts are beyond repair.

3100. Coming back to Kingston again, the penitentiary paid \$3.56 for coal and you paid \$4.40?—There is no reason why we should not get coal just as cheap as the penitentiary.

3101. Are not these supplies influenced a great deal by politics?—I have no doubt of it. I would not like to say that, though. Of course it is looked upon a good deal as patronage but contracts are given by tenders. In Montreal we have a large drill shed that it takes \$1,200 worth of coal to heat. But even in Kingston, I think we took the lowest tender for the supply of coal, because we generally take the lowest tender. We have tenders, and as a matter of routine, the Minister takes the lowest.

3102. The Military College cost \$83,000 a year; you are no doubt aware that 18 cadets graduated last June?—Yes.

3103. Eleven recruits joined the college?—Yes.

3104. The number of cadets has dropped in four years from eighty to fifty?—Yes.

3105. The companies are being reduced from four to two?—The expenditure of the college would not be greater for eighty cadets than for fifty; just the same staff would be employed, the same salaries.

3106. You have lately increased the cost for a cadet in the college by \$100?—That was two years ago.

3107. Has that increase the effect of keeping boys back from joining the college?—It is very hard to say.

3108. What is the charge now for a cadet?—\$350. I presume there are certain parties who would have joined if the cost had not been raised, because I think it is generally conceded that the prices for this school are rather high for this country.

3109. It would be better for the country if the old rate were reverted to, we would gain money by it; that is, if eighty cadets at \$250 would pay more than fifty at \$350, it would be better to revert back to the old system?—Of course it would, I mean the country would profit by it.

3110. When was this increase made and what was supposed to be the object?—To increase the amount paid by these young men for board at the college. When they first went in there was no board charged at all, but after three or four years they charged \$100, and that amount has been increased by the last regulation to \$200.

3111. Is that in addition to the amount of \$150?—Yes.

3112. There is a caterer who supplies the cadets?—Yes.

3113. He has fuel and light?—Yes; gets light, limited to six lamps, but no fuel.

3114. And servants, cooking utensils and all that kind of thing?—No servants, but cooking utensils and quarters.

3115. He charges the country 46 cents a day?—Yes.

3116. Then you are of opinion that if we reverted to the old rate it would be better?—I think the country would profit by it, by reducing the rates chargeable to the cadets.

3117. How many years have they to remain there?—Four years.

3118. What opening have they after that?—They are supposed to be able to do good work when they come out, but they have got to look out for themselves. For a time it was hoped that the Government would give them positions in the public service, but that has not been done.

3119. Are there many cadets on the staff of the schools and in the batteries?—There are a few. In fact we are very glad to get them.

3120. A certain number take commissions in the English army?—Only four of them yearly. There are only four commissions, one in each branch of the service given every year.

3121. Is the institution old enough now to get its professors from the ex-cadets?—We have some now from among our own graduates. We have the son of Col. Straubenzie, we have Mr. Wurtele and we have a Mr. Cochrane. They are all Canadians who have gone through the college. The instructor in mathematics is also a Canadian.

3122. How much did you pay them?—We pay them pretty fair salaries \$2,000 and \$2,500, with free lodging.

3123. Who appoints these professors?—They are selected by the War Office generally and appointed by the Canadian Government.

3124. Do politics ever intervene?—I do not know. We have been very fortunate in all our appointments, and our professors have been very good men. Of course politics may have something to do there as every where else. In fact I do not know that there is a solitary thing in this country that is not impregnated more or less, directly or indirectly, by what you call politics.

3125. Have you graduates entering the batteries and the schools?—Yes; I can give a list of them.

3126. Are there any instances where commissions have been given to these batteries and schools to cadets who failed to go through their course?—Yes; there have been one or two cases, I believe, of young men who have gone in that way.

3127. The consequence would be that if a man fails in his first or second year, and is appointed to a commission, another cadet who goes through the whole course of four years and graduates, when he is appointed to the same battery, would be the junior?—He might be the junior to a man that had left the college before he did.

3128. What pay is attached to these positions of deputy adjutant-general in the districts?—They get \$1,700.

3129. Are these positions open to the graduates of the Military College?—They are not open to any class in particular; they are appointed by Order in Council, generally on the recommendation of the Minister.

3130. Generally these adjutant-generals are lieutenant-colonels in the militia, are they not?—Sometimes they are promoted from the position of brigade-majors and lieutenant-colonels.

3131. At all events they would not be less than majors? It takes some years before an officer in the Canadian militia can become a lieutenant-colonel?—Yes.

3132. No ex-cadet could, by fluxion of time, as yet become a deputy adjutant-general?—Not in coming out of the schools, because he ranks only as lieutenant in the militia.

3133. How many years has he to serve as lieutenant?—It would take him ten years to become captain, unless he goes into the service, in which case promotion would be more rapid.

3134. The majority of the graduates must seek civil employment in this country? Several are employed on the Canadian Pacific Railway or on the Grand Trunk, as engineers.

3135. A great many of them have had to leave for the States?—There are a few in the States. I have got a list of them and where they are employed.

3136. There is one of them on your staff, Mr. White?—He is assistant architect.

3137. Did he study architecture at the college?—Yes, that is one of the subjects; and he is a very efficient officer.

3138. Would not cadets from the military college fill vacancies in your own staff better than anybody else?—I have no doubt of it. When our camps are formed, the deputy adjutants-general look around immediately to see if they can get hold of a few cadets.

3139. And commissions in these artillery schools, and cavalry and infantry schools, might be given in greater numbers to the cadets, to the advantage of the country?—There is no question but that graduates of the Royal Military College could fill all these positions to the advantage of the country, and would raise the present standard of efficiency.

3140. We were under the impression that there was some twenty positions offered in the British service?—In 1888 they gave us six extra commissions in the Royal Engineers.

3141. In the military schools generally, \$3,000 were paid for breeches and about \$11,000 for greatcoats, and some amounts for tunics and trousers; were these articles supplied directly to the military schools?—No; they all go to headquarters.

3142. But this is in addition to what is charged to the clothing vote; these are charged to the military schools?—It is charged to the schools because it is clothing for the schools.

3143. Then you have two lots of clothing, one that is put in the stores and the other that goes to the schools?—Yes, but all the clothing goes to the stores and is issued part to militia and part to schools.

3144. Then this clothing vote does not show the exact amount that was paid to the contractors for clothing?—Part of that is charged to the vote for schools. To get the whole amount paid for clothing you must see the amount charged to the schools, and the amount charged for militia.

FRIDAY, 8th January, 1892.

Mr. COLLINGWOOD SCHREIBER, Chief Engineer and General Manager Government Railways, was examined:

3145. Please state what railways now belong to the Government and are under your charge?—The Intercolonial Railway 1,154 miles in length, and Prince Edward Island Railway 210 miles long.

3146. Give the number and cost of permanent staff at Ottawa of the department of which you are the manager, in 1882 and 1891, respectively. Also, number and cost of extra clerks or other officials in all its branches, whether paid out of Civil Government funds or otherwise, in 1882, and also in 1891?—I submit a statement giving the names of the officials in my branch in each of these years, with their respective titles and rate of pay carried out for a year;—

RAILWAY BRANCH, 1882.

Chief Engineer and General Manager's Office.

Collingwood Schreiber, Chief Engineer and General Manager Government Railways, and Engineer in Chief, Canadian Pacific Railway.....	\$ 5,500 00
L. K. Jones, Secretary.....	1,500 00
C. Miles, Messenger.....	500 00

Record and Statistical Office.

Thomas Cross, Chief Clerk.....	\$ 1,900 00
A. N. Greenfield, Outward Recording Clerk.....	1,100 00
A. Dale, Inward Recording Clerk.....	730 00

Inspecting Office.

Thomas Ridout, Inspecting Engineer.....	\$ 2,400 00
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Construction Office.

F. J. Lynch, Engineer in charge of office.....	\$ 2,400 00
Thos. Burpee, Secretary to Engineer in Chief C. P. Ry..	2,000 00
J. R. Chamberlain, Clerk.....	730 00
M. Beaumont, Clerk.....	744 00
Thos. Taylor, Auditing Accounts.....	1,800 00
E. V. Johnston, Chief Draftsman.....	1,620 00
A. W. Almon, Draftsman.....	1,200 00
A. E. Edmond, Draftsman.....	900 00
A. G. Morrison, Draftsman.....	1,200 00
L. A. Des Rosiers, Draftsman.....	540 00
Joseph Tomlinson, Bridge Engineer.....	2,500 00

1891.

Chief Engineer and General Manager's Office.

Collingwood Schreiber, Chief Engineer and General Manager, Government Railways.....	\$6,000 00
L. K. Jones, Secretary.....	1,800 00
Sydney Loftus, Clerk and Messenger.....	420 00

Record and Statistical Office.

Thomas Cross, Chief Clerk.....	\$2,400 00
C. W. Ross, Inward Recording Clerk.....	912 50
J. L. Dakin, Outward Recording Clerk.....	912 50
P. Des Lauriers, General Clerk on Railways, inward and outward Recording Clerk.....	450 00
J. W. Hughes, Copyist Clerk.....	912 50

Inspecting Office.

Marcus Smith, Bridge Engineer.....	\$4,500 00
Thomas Ridout, Inspecting Engineer.....	2,800 00
A. Dale, Recorder of Plans, &c.....	912 50

General and Construction Office.

F. J. Lynch, Engineer in charge of office.....	\$2,700 00
E. V. Johnston, Draftsman.....	1,620 00
A. Almon, Draftsman.....	1,400 00
L. A. Des Rosiers, Draftsman.....	720 00
H. E. Baine, Draftsman.....	540 00
F. E. Blanchet, Draftsman.....	420 00
J. R. Chamberlain, Clerk.....	912 50

PRESENT TIME 1892.

Chief Engineer and General Manager's Office.

Collingwood Schreiber, Chief Engineer and General Manager Government Railways.....	\$6,000 00
L. K. Jones, Secretary.....	1,800 00
Sydney Loftus, Clerk and Messenger.....	420 00

Record and Statistical Office.

Thomas Cross, Chief Clerk	\$ 2,400 00
C. W. Ross, Inward Recording Clerk	912 50
J. D. Dakin, Outward Recording Clerk	912 50
P. Des Lauriers, General Clerk on Railways, inward and outward Recording Clerk	450 00
J. R. Chamberlain, Copyist Clerk	912 50

Inspecting Office.

Marcus Smith, Bridge Engineer	\$ 4,500 00
Thomas Ridout, Inspecting Engineer	2,800 00
A. Dale, Recorder of Plans	912 50

General and Construction Office.

F. J. Lynch, Engineer in charge of office	\$ 2,700 00
E. V. Johnston, Draftsman	1,620 00
A. Almon, Draftsman	1,400 00

3147. What is the method employed in your department for the collection and deposit of public money?—The revenue of the Government railways is derived from the following sources viz :—From the carriage of passengers, freight and express goods, the sale of seats, berths and food in parlour and sleeping cars, the privilege of selling literary matter, &c., on trains and at stations, wharfage, storage, demurrage on cars, and the sale of old material, also rents of houses and wharves.

Passenger Business.—A statement of through tickets is received monthly from the various railways, and from other parties who sell tickets. These returns are checked in the audit offices of the Government railways at Moncton and Charlottetown, with the tickets and coupons which are collected by the conductors and returned to the railway audit offices at Moncton and Charlottetown. The auditors of the Government railways keep an account with each railway, and other transportation companies, or agencies issuing tickets, and the balance due is usually paid in monthly. The station masters and ticket agents at stations sell tickets for cash, making monthly returns of the tickets sold, to the audit offices of the Government railways, which are checked by the tickets collected by the conductors and sent into the audit offices of the Government railways.

The audit offices of the Government railways keep an account with each station master and ticket agent at stations; each being charged with the amount of his sales during the month, and credited with the cash he remits during the same period.

Conductors collect fares on the trains and issue train tickets, and send in a return on each trip of amount of collections, which return is checked in the audit offices of the Government railways. The money they collect they pay to the station master or ticket agent at any one of the stations, which may be convenient, taking a receipt on the back of the return, which goes to the audit offices of the Government railways. An account is kept with each conductor in the audit offices of the Government railways, and he is debited with the amount of fares mentioned in his return, and credited with the money paid in to the station masters and ticket agents.

Freight Business.—Freight is way billed either prepaid, or to pay at the point of destination. In the case of through freight from points on the Government railways to points on other transportation lines, the share of its charges is assumed by the connecting transportation line, when it takes charge of the freight; and in the same way in the case of through freight from points on other transportation lines to points on the Government railways, the share of their charges is assumed by the Government railways when they take charge of the freight and assume the responsibility for the collection of the charges of those transportation companies, as do the other transportation companies for the collection of the charges of the Government railways in the opposite direction. Accounts are kept for this interchange of freight traffic, and the settlements are made weekly by the payment of the balance which may be due by either party. If the balance

is against the Government railways, payment is made from the Treasurer's or Accountant's Office of the Government railways. The largest portion of the through business is done by the Grand Trunk railway, and Canadian Pacific railway. That between the Government railways and the Grand Trunk is checked in the latter's audit office, and with the Canadian Pacific railway in their audit office; and for this purpose, every ten days, copies of the way bills, and summaries of the totals of the way bills, are sent to the audit office of the Grand Trunk railway, and the Canadian Pacific railway, respectively, from all stations which have received or forwarded through freight in connection with those roads.

The auditors of these roads send a full statement monthly to the auditor of Government railways showing the through billed traffic for the month, and giving such information as is necessary to satisfy the auditor of the Government railways of their correctness. The auditor or, travelling auditor of the Government railways, pays visits occasionally to the audit offices of the Grand Trunk and Canadian Pacific railways, to examine more fully the details of the through traffic, and to satisfy himself that the work is properly and correctly done.

Local Freight.—In the case of freight way-billed from one station to another on the Government railways, and not passing off the Government railways, the freight agent or station master sends a summary to the audit offices of the Government railways monthly, giving the totals of all the columns, of all the way-bills received and despatched from his station during the month. The summary of the way-bills received at one station is checked with the summaries of the forwarded way-bills from other stations. Weekly and monthly each station master, freight agent, and ticket agent, sends a statement of his account with the railway to the audit offices of the Government railways, showing the amounts received for sale of tickets, for freight prepaid, for freight received to pay, for storage and demurrage, and amounts paid him by conductors, and on the other side the various amounts remitted to the cashier or deposited in the bank. These statements are checked in the audit offices of the Government railways and errors adjusted, if any, with the sender.

Express Business.—Two express companies do business on the Government railway on the mainland. The Canadian Express Company and the Dominion Express Company each pays over to the railway 40 per cent of their gross earnings monthly. The travelling auditors of the Government railways visit the express company's offices periodically to examine the accounts, to satisfy themselves that they are properly kept and that the Government railway is receiving 40 per cent of the gross earnings.

Sleeping and Parlour Cars.—Tickets for berths in the sleeping cars are sold at the terminal stations from which such cars are started. Berth and seat fares and buffet receipts are also collected by the officers in charge of the cars, who at the end of each trip pay the amounts to one of the station agents and send returns to the auditors of the Government railways. The returns made are checked with the tickets and cash.

Privilege of selling literary matter, &c.—This is done under contract; the amount is paid in to the treasurer of the Government railway a month in advance.

Wharfage, Storage and Demurrage.—Are collected by the station masters who make their return to the audit offices of the Government railways as described for freight charges, &c., and it is treated by the audit offices of the Government railways in the same manner.

Sale of old Material.—These are usually sold by tender and contract, the highest offer being accepted except in certain cases where authority has been given to sell at private sale, the price being named. The rule is that the payments for such articles are made in cash to the treasurer or accountant of the Government railways, excepting in cases of contra accounts, when credit is given the party on the account, and in other cases where the articles are sold to subsidized railways, to be deducted from the earned subsidy, which is done in the Department at Ottawa, and when done, permission is given to credit the Government railways with the amount.

Rent of Houses and Wharves.—The houses are under rent to employees of the railway, and the amount of rent is paid to the railway, on pay day, out of their wages,

and deposited to the credit of the Receiver General in the bank. The wharves are leased to the Marine and Fisheries Department, rent being paid monthly.

3148. Are your methods with regard to receipts the same as those of the Grand Trunk and the Canadian Pacific railways?—No, I do not think they are precisely the same, but they are very much the same.

3149. Is there any practical difference between the working of your system for the Government road and the working of any other corporation?—There is.

3150. In so far as receipts are concerned have you to submit to competition in respect to freights and passengers, like any other railway?—Necessarily so.

3151. Can you increase your receipts at pleasure?—No, certainly not.

3152. Have you to adopt such rates of passenger fares and freights as you can collect, or otherwise trade would go in some other direction?—Yes. You can understand that a Government railway is not necessarily managed in the interest of the railway alone but the interest of the trade of the country has also to be considered, that is to say, in the matter of encouraging manufacturers, and intercolonial trade generally, you may carry at very low rates, which may not be in the interest of the railway, but yet promote trade.

3153. Can you exact commercial rates as readily as a private company?—No, not under the present system.

3154. The classification is fixed by Order in Council, is it not?—Yes, a uniform classification for all Canadian railways, and when any of the very low rates are given with a view of advancing the trade of the country, independently of the interests of the railway, it is done by special order from the Minister.

3155. Who fixes the rates of passengers and freight?—The maximum rates, are fixed by Order in Council. The General Freight Agent quotes the minimum freight rates according to the necessity of the traffic, and the General Passenger Agent does likewise with the passenger rates, that is to say we take measures to secure all the traffic we can.

3156. Who do you mean by "We?" The department?—No, I mean the officers of the Government railways.

3157. If you were the manager of this road and it belonged to a private company, could you take measures to increase the traffic or to increase your receipts, that you cannot take now?—I think so, at any rate I am satisfied we could favourably affect the net results.

3158. The balance against you last year was how much?—Including both the Intercolonial Railway and the Prince Edward Island Railway, about \$775,000.

3159. Supposing the road belonged to the Canadian Pacific Railway and was one of its unprofitable branches, such as every road has, they would take means to diminish the unprofitableness to the utmost degree, and to make it as little unprofitable as they could—Yes, certainly.

3160. Now, what is there that prevents you doing that?—Politics are a great trouble, and I can see no way of getting over it, and so long as they are Government roads, it must necessarily be so.

3161. We cannot quite see where politics come in?—Perhaps I should say the policy of the Government.

3162. Until the short line of the Canadian Pacific Railway was built had you not a practical monopoly of the trade?—Yes.

3163. Is there not a maximum of passenger fares throughout the Dominion fixed by Statute?—No, they are established by Order in Council for each railway, so far as our passenger rates are concerned, they are not unreasonably low.

3164. But the Canadian Pacific Railway, for instance, could they charge more than certain rates?—The maximum rates for both freight and passengers, are established by Order in Council, for the company's roads as well as the Government roads, and more cannot be legally collected.

3165. Your internal economy is the same as that of any other road, although it may cost more than it would if you were purely a commercial corporation?—Much the same, but it costs a great deal more.

3166. As a commercial matter could the rates be considerably increased, so as to increase your revenue?—The revenue could be increased by bringing up the local rates to the local rates of other roads.

3167. The local rates, then, are not as high as the local rates of commercial roads?—No.

3168. When a passenger gets a ticket can there be any leakage?—Yes; there can.

3169. May there not be a leakage from people being passed on the lines without getting tickets?—Certainly, and in other ways, for instance, a conductor can collect tickets and not punch them, and then issue them again and again.

3170. Does that not happen on every road?—Yes; but you can quite understand that on companies roads, if there is pretty strong proof that this is being done, prompt dismissal of the conductors follow, but in case of Government roads the difficulty is that unless there is absolute proof of the wrong doing, it is difficult to mete out punishment.

3171. Do you think there is more leakage on the Intercolonial in this respect than on any other road?—I am not prepared to say, but the leakage is no doubt heavy.

3172. Is not that leakage caused, to a certain extent, by the want of facilities to discharge suspected men?—I have no doubt of it.

3173. Are you describing what has actually occurred?—Yes; many a time, in many years.

3174. Do you suffer much on your lines through dead-heads?—Taking the regular authorized passes, I do not think we issue so many as they do on companies' roads. But I am afraid there are a great many unauthorized passes given, that we know nothing about at the time, and only find out occasionally.

3175. Do you mean that conductors passed them?—Yes; conductors passed them, and not long ago, we discovered that one of our superintendents had been passing a great number of people, by giving them small slips of paper.

3176. If he gives a regular pass you will know it, because they are issued from numbered books, are they not?—Yes; it should be known, but he did not do that, he gave them on small bits of paper, which were torn up, instead of being sent to the audit office.

3177. Surely that pass can be checked?—An effort is made to check it, but it is no easy matter.

3178. Then conductors must have instructions to recognise these bits of paper?—No doubt, from the party who gives them.

3179. Might you not have some conductors who would not recognise them?—Possibly, but it is very difficult for a conductor to dishonour them, as he is under the district superintendent's orders.

3180. Would the district superintendent dismiss him for that?—No; but he could make it very unpleasant for him.

3181. The conductors surely know that there is somebody above the district superintendent?—It is sometimes very difficult, even when an investigation is held, to get a conductor to admit the truth.

3182. Coming to another source of revenue, are there special bargains made sometimes to carry freight?—Yes.

3183. Do you carry freight at any time at a loss?—Yes; we carry grain and coal at a loss, the grain rate is lower than that of coal.

3184. Are you carrying grain at a loss, in the interest of western freight?—Yes; in the interest of securing western freight for shipment for Europe.

3185. Where is the initiative of the transaction? Is it on the through bill of lading from Manitoba?—It is on a through bill of lading from various parts of Ontario, and some from Manitoba, not a great deal. We have a stated rate for which we carry on the Intercolonial, which we merely add to the rate over other roads.

3186. That is a losing rate?—Yes it is, two tenths of a cent per ton per mile for grain, and three tenths of a cent for coal. Half a cent is considered to be about the cost of transportation.

3187. Have not all roads to submit to more or less of that?—Yes, but our difficulty with the through coal traffic is that coal has to be carried in a special class of cars, in

which other description, of freight cannot be carried in the returning cars. The consequence is that for every mile the coal is hauled the car is hauled two miles. That is not always so with grain. Sometimes we have found it to our advantage to carry grain at a very low rate, for instance when the flow of traffic is in one direction, say toward the west, and our cars go forward on to other roads, it is difficult to get the companies to return them properly, unless loads offer. In such cases it answers our purpose to load them with grain at a very low rate to induce the roads to forward them.

3188. Are there cases in which traffic could be carried at higher rates without inconvenience to the country?—I think the local traffic could.

3189. How do certain roads in the United States, who have little else than coal traffic, manage to carry the coal at very low rates?—There are roads in the United States, I understand, that own coal mines, and I believe it depends upon whether it is the coal mining stock they want to “bull” or the railway stock. When it is the railway stock they want to “bull” they charge a low price for the coal, and a high freight rate; when it is the coal mining stock they want to run up, then, they put the freight rate down very low and put the price of coal up. That is what I have been told.

3190. Do politics intervene in fixing these low rates?—As a matter of policy in some cases, as I have said, outside the interests of the railway.

3191. Are not the whole rates fixed by Order in Council?—The maximum rates are fixed by Order in Council—but the low rates for coal or grain are quoted by special order from the Minister.

3192. Which is a special Order in Council, is it not?—No, I think not in these cases, the order is given through the Minister.

3193. But the Minister gets the assent of his colleagues does he not?—I fancy so. We get the order from the Minister.

3194. The great coal mines at Spring Hill and at Sydney have a good deal of political influence, it is understood, and probably they bring it to bear?—I am not aware of it, they are of course large employers of labour.

3195. A low rate is given, in the belief that they are encouraging the development of the mines?—I think it is given with the view of inducing manufacturers in the West to use Canadian coal; and also no doubt, as you state, to develop the mines.

3196. As a part of the general trade policy of the country?—Yes.

3197. You do not think it is given as a special favour to individual stock-holders of a mine?—No, not at all.

3198. Give a general idea of the method employed in controlling the expenditure of your department?—An estimate is made annually of the probable expenditure for the year for each service, viz:—The construction of new works on capital account, and for operation and maintenance on revenue account.

Construction.

Works of construction for the most part are executed under contract given out at public competition; the work is carried on under close supervision, correctly measured, and monied out under the terms of the contract, a return being made and certified by the officer who performs the active operation of measuring; after being checked by the engineer in charge, he certifies it, when it is forwarded to the chief engineer who scrutinizes it, and if an error is apparent, it is enquired into, and if found incorrect, it is corrected, and he then certifies it. Some works of construction are carried on by days labour. In such cases, if the work is of any magnitude, special time-keepers are employed, the foreman keeping the time of the men in a time book furnished him. The time-keeper checks the time on the work, the time books at the end of the month are sent to the office where the pay rolls are prepared, the wages being rated by the Superintendent of work and the foreman. Supplies, tools, plant, etc., are usually purchased by tender and contract, the lowest tender being accepted, quality of the article being considered.

The accounts are paid by cheques on certificates of the officer in charge; the pay rolls are paid by a paymaster, who is accompanied by another officer, to witness the

payments and see that the money is properly paid out, both the paymaster and the officer initialling the payments.

On Operation and Maintenance.

The expenditures are for wages, for materials, and for work done. The time of all men employed is kept (except in cases where a large work is undertaken ; when a special time-keeper is employed) by the officers under whom they are immediately employed. These officers send the time sheets to the heads of the departments monthly, where the pay rolls are made out and are certified to by the heads, and afterwards approved by the chief superintendent, or superintendent, as the case may be. A cheque is drawn by the chief superintendent and the accountant, and the cheque and pay rolls are handed to the paymaster of the Government railways, who draws the money from the bank, and pays the employees whose names are on the roll, taking the receipt upon the pay roll. When paid he certifies upon the pay roll that he has paid out the money in accordance with the pay roll. The names of such men as have not called for their money are transferred to a back roll, and the money representing the pay of these men is handed to the accountant of the Government railways monthly. At the time this is done, an audit of the paymaster's account for the month is made. Payments for materials are made by cheques signed by the chief superintendent and the accountant, which are sent direct to the persons to whom they are due. Before this is done, however, the accountant has in his possession the account for the materials certified by an employee of the railway, stating that they have been received and also certified by the general storekeeper of the Government railways as to the prices being according to contract and fair and just. The account is also approved by the chief superintendent. Payments for work done consist of amounts paid to contractors for building locomotives, cars, buildings, bridges and other works. These payments are made by cheques signed by the chief superintendent and the accountant of the Government railways. Before cheques are issued the accountant of the Government Railways is supplied with an account signed, if for locomotives and cars, by the mechanical superintendent of the Government Railways and approved by the chief superintendent or the superintendent, if for buildings, bridges or other works in connection with maintenance of way, the account is certified, if for the Intercolonial Railway, by the chief engineer and approved by the chief superintendent, or if for the Prince Edward Island Railway it is certified by the superintendent. Locomotives and cars are purchased as a rule by tender, all the manufacturers in Canada being invited by circular to compete. The tenders are opened, and contracts awarded, in the department at Ottawa. Contracts for building bridges are awarded in the department at Ottawa, competition having been invited by circular sent to the bridge builders. For buildings, if a small work, tenders are asked for by printed posters put up at stations along the line ; if the work is a large one, tenders are asked by advertisements in the newspapers, and are opened and decided in the department at Ottawa.

3199. When parts of your line are built under contract, have you had any trouble such as came out in the Public Accounts Committee that occurred in the Department of Public Works, about payments of extras? Are your contracts so prepared that claims for extras do not arise?—I cannot say that claims for extras do not arise, but the contracts are pretty well guarded, I think. It is hard to carry a contract through without the contractor putting in claims, whether they are right or wrong.

3200. Are those works of construction for the extension of the line?—They are for new lines, new roads generally, in new territories that are to be opened up ; and also for the extension of the various termini of the Intercolonial. For instance, at St. John and at Halifax, we spend considerable sums of money for that purpose. They are entirely new works,

3201. Last year it appears that the loss on the running of the Intercolonial amounted to something like \$500,000 ; was there any sum irrespective of that charged to construction account?—Yes, but I do not think it amounted to much last year.

3202. But, besides the regular running account, there are sums, more or less, charged to construction account?—Yes, they are for new works, not renewals.

3203. Are they new works that always bring in new revenues? Suppose you pull down an old station and build a new one; that is a new work, but there is no more revenue arising from it than there was before. How would you treat that?—No, not always, with regard to pulling down an old station and rebuilding it, unless it is at a great terminal point, it is charged to revenue. If a station is pulled down or is destroyed by fire at any point on the line, and a new one built to replace it, it is like replacing a broken pane of glass with a new pane of glass, and is accordingly charged to revenue.

3204. Is not a construction that should be charged to construction something that will bring additional revenue and not merely replacing an inferior structure by a good one?—No, not necessarily, the replacing of an inferior structure by a good one is charged to revenue. For instance, we have rebuilt a large number of bridges, replacing old bridges with steel structures, all of which has been charged to revenue.

3205. Do not railways some times keep a construction account open for a certain portion of the steel bridges?—Yes, some companies do, they distribute the difference and cost over several years, but we do not do that, we charge it all to revenue as the expenditure takes place.

3206. You err, do you not, on the right side by charging it to revenue?—It is the same with steel rails. Our road was originally laid with fifty-six pound steel rails, and as the traffic increased and heavier engines and heavier rolling stock generally was put on the road, it became necessary to increase the weight of the rail, and we have been relaying track with sixty-seven pound steel rails, the cost of which is all charged to revenue.

3207. What do you do with the old rails?—We sell them and credit the amount realized to the cost of the new rails.

3208. Are not your contracts largely in favour of the Crown, and are they not safely drawn out?—No doubt they are, and they are carefully carried out. But I say nevertheless contractors endeavoured to get paid for extras.

3209. Have you not large claims standing on the question of classification, on the Short Line and on the Cape Breton Line?—On the Cape Breton line the contracts are closed and settled, but the contractors both on that road and the Short Line, having lost money, are making a claim on the question of classification. Our contracts are very rigid.

3210. Your evidence, as we understand it, is that the contracts are very rigidly drawn, and in fact run in favour of the Government?—Yes, they are decidedly rigidly drawn to protect the Government.

3211. Are they fully as rigidly drawn and adhered to as is the case with the Grand Trunk and the Canadian Pacific Railways?—That is my opinion.

3212. Carrying out the contract is a different matter; how is that?—So far as the railway works are concerned, I can say certainly that they have been strictly carried out. But please to understand that does not prevent claims arising.

3213. Now, if Council decide to build fifty miles of new road, you advertise the plans and sections, &c., and the elevations are all drawn up in your office?—Yes.

3214. Do you advertise for tenders exactly in the same way that other companies do?—Yes, I think so, if it is a work of any magnitude, we call for offers by public competition.

3215. We understand that the Government possesses, besides the Intercolonial, two or three other railways, does it not? The Cape Breton Railway is one?—The Cape Breton Railway is now a portion of the Intercolonial, it was made so by statute last session. The only two roads the Government now own, are the Intercolonial and the Prince Edward Island Railways.

3216. They have always been run at a loss?—Yes, and probably always will be.

3217. What about this matter of day labour? To what extent does that apply in the construction of work?—To a very small extent, except in this way, which I will explain. The eastern section of the Cape Breton Railway was let by competition to some contractors. They failed to carry out the contract, and it was taken out of their hands and finished by the Government at the contractors' expense, the greater part of

the work being done by day's labour, but some of the work was farmed out in small contracts.

3218. But it was principally for damages arising from expropriated lands that the largest claims are made?—In some cases it no doubt was so; for instance, on the St. Charles branch of the Intercolonial Railway the land claims were very heavy.

3219. What is the process you go through in acquiring those lands?—In the first place the line is surveyed and plans prepared, showing the extent of the land required from each individual owner, a plan and description of which is filed in the office of the registrar of deeds for the county through which the line runs; an official land appraiser is then sent over the line to endeavour to make an arrangement with each owner for his land, and in many cases he is successful in coming to an arrangement as to price. The official land appraiser makes his report, sending in agreements under signature with such owners as he has been able to settle with. These are sent up to Ottawa, and I examine them and report whether, in my judgment, they appear reasonable or not. If considered satisfactory they go through the department to Council, and if they are approved by Council, they are sent over to the Justice Department, and when titles are found good, and transfer is made to the Government, the money is paid. In cases in which the official land appraiser fails to come to an agreement with the owner, he values the land, and if the valuation is approved, a formal tender of the amount is made; if refused, the case is sent to the Exchequer Court for adjudication.

3220. What you say about having some times paid large damages, would it apply to the Cape Breton road, or the Digby and Annapolis road?—So far as these roads are concerned, nine-tenths of the claims were very reasonable, and were settled promptly. There were some, however, which I thought high, but generally the claims, as I have said, were very reasonable. There were some claims I considered rather high on the Oxford road, and a few on the Digby and Annapolis, but finally they were most of them settled on pretty reasonable terms. But we had some on the St. Charles branch that were in my judgment very excessive.

3221. Have you ever paid any excessive damages but such as were allowed by properly constituted arbitrators or courts?—I think not. We never pay what we consider excessive prices unless it is by the award of official arbitrators, or by a judgment of the court, or something of that kind.

3222. When you say you have in some cases paid excessive rates, you mean that you think the courts and arbitrators have allowed excessive rates?—Yes; both official arbitrators' awards, and judgments of the courts, in some cases, appear to me to be excessive, but with me it is a matter of opinion, whereas with the official arbitrators and the courts, I presume it is a matter of evidence.

3223. Those claims were for lands within a short distance of towns and cities. When you come to go through farm lands or wild lands, do you have much trouble?—We generally have very little trouble with farm lands. But there is an instance of a piece of land that was taken for the Intercolonial Railway for a gravel pit in the wild woods near Gloucester Junction for which the Government offered \$5, I think. Afterwards they increased the offer somewhat, hoping thus to settle the matter. The owner is now claiming \$70,000 for the land.

3224. That matter is not closed yet?—It is not closed. I am merely mentioning this claim as a sample.

3225. When you come to Parliament and state that you are going to construct a new road, like the St. Charles branch or Cape Breton Railway, do you make a close estimate of what you think the right of way would cost and ask for an appropriation?—Not always, but in the case of the St. Charles branch, Sir Chas. Tupper, who was at the time Minister of Railways, gave instructions that work should not be proceeded with until the right of way was obtained, as he was afraid excessive claims might be made, but he was assured that his fears were groundless, and that such a course as he proposed would give rise to great delay in commencing work, and he was urged to satisfy himself as to the value of the land by employing one of the assessors of the town of Lévis, or some man who could be relied on to examine and value the land required.

This was done, and my recollection is that he valued it at from \$170,000 to \$200,000. Authority was then give to proceed with the work and expropriate the land. I think the amount paid for lands on this branch is approaching a million.

3226. Now, would the same thing have happened to an independent railway having no connection with the Government?—Of course it would, but to a less extent. We have to pay very high, sometimes. It is I think unfortunate that the public mind seems to be pervaded with the idea that one has a right to get all one can out of the Government.

3227. But in all these cases were not their allegations, whether the courts were competent or not, sustained?—Yes; I think so; certainly in most of them, they were sustained.

3228. Did it not happen frequently that the award given by the arbitrators was increased by the Supreme Court of Canada?—It did.

3229. Is not the responsibility with them, and might it not happen that the proprietor was right and you were wrong in your views?—Yes; it is always difficult for the Government to get people to come forward to give evidence, whereas there appear to be many people ready to come forward to give evidence for the owner.

3230. You say that the land of St. Charles branch, which was at first valued under two hundred thousand dollars, cost about a million?—Yes; that is my recollection; it may cost over a million before all the claims are settled.

3231. And that over how long a distance?—The heavy land damages were chiefly on a mile and a-half. The branch is 13 miles long.

3232. Were not the principal claims just out of the city?—Where the chief claims arose, the land extended about a mile and a-half along the city front. We have, I think, never paid what we considered to be excessive claims for damages except upon the report of the official arbitrators or judgment of the courts.

3233. Do you build your own cars and locomotives?—No; but we rebuild a few in the railway shops, but mostly those that are rebuilt are let out to contractors.

3234. In the Auditor General's report it is stated the wages on the Intercolonial amount to about \$1,800,000 a year?—Yes.

3235. Are the general officers appointed by Order in Council?—Yes, some of them. There are three so appointed on the Prince Edward Island Railway and ten on the Intercolonial Railway.

3236. How are the station masters, the conductors, the brakemen and all the other officers, appointed?—In the appointment of station masters, etc., the member for the district is consulted, and his nominee, as a rule, is appointed, unless some good reason is known why he should not be.

3237. How are the district superintendents appointed?—Districts superintendents are appointed by the Minister.

3238. And the member for the district nominates the station masters?—The station masters and station operators, section men, section foremen, and brakemen, as a rule, are taken from the nominees of the member for the district.

3239. Do you appoint them, or the Minister?—The Minister.

3240. Have you any sort of check upon inefficient men being appointed, or do you require any qualifications?—If we consider a man is really of no use, we object to him, and we ask for another name.

3241. Do you find that you have to do this often with men who are not efficient, or not as efficient as you would like?—Yes; we have a large number of men now employed whose services we think could be dispensed with.

3242. Is not the work on the railway of a technical character, so that not everybody is fit for any position there?—A conductor requires to be a man of experience, and a very careful man. If he does not perform his duties satisfactorily he should be dismissed, and so with station masters, train despatchers and others.

3243. And so with nearly every one of them?—Yes, with most of them.

3244. Do you require an examination from your engineers?—Yes, our engine drivers, before they are appointed, undergo an examination.

3245. And unless they show their competency you do not appoint them?—Certainly not.

3246. Do you examine them as to their sight, their knowledge of the various parts of the engine, and their knowledge of the rules?—Yes, they are so examined, and we consider them dangerous men to put on the train if they fail to pass their examination successfully, and in such cases they are not appointed.

3247. Should not the men that work the train, that is, the brakemen and firemen, have these technical qualifications?—Yes, and we try to insist upon it.

3248. Should not the station masters who handle the flag stations also know something about the working of a road?—Yes, our rule is that before a man is made a station master he is employed in some other capacity on the road, for instance as a telegraph operator, or as assistant to the station master.

3249. You have a system of rules and regulations, like other railways, in which duties of the different officers are set forth, and it is absolutely necessary that each officer should know all the rules that affect his employment?—Undoubtedly.

3250. And there are such rules affecting station masters?—Certainly.

3251. And you would not appoint him until he understood his duty?—No.

3252. How do you test his knowledge of the rules? Do you examine him?—Many of them come on the road first as assistants or telegraph operators, and while they are in the stations with the station masters they learn the station business and the rules and regulations. The district superintendents are the men we have to rely on for advice as to whether a man is able to take charge of a station, and what class of station he can take charge of.

3253. Has the district superintendent any patronage?—The rule is that he shall not have.

3254. He has to some extent?—No; but there have been cases of a district superintendent putting men on the pay-roll without authority who ought not to be there. But the pay-rolls are checked in the chief superintendent's office and the names are struck off the pay roll.

3255. Could you reduce the cost of the working staff?—Yes, we think we could dispense with the service of a number of men.

3256. To what extent do you think you could reduce it?—I cannot say just now. I leave to-day for Moncton to look into the matter.

3257. Is the general expenditure susceptible of a considerable reduction?—Yes, I think so.

3258. This system of members nominating such a large number of officers as you mention has its disadvantages?—It has many disadvantages. I see no great objection to a man first entering the service on the recommendation of a member, but I think it would be better if they did not interfere in promotions. We would like to get rid of that.

3259. Could you apply a system of open competitive examination for appointments on the railway?—No, I do not think it would answer.

3260. Are your men graded, as the men are in offices here, into first, second and third-class men?—No, it is not done exactly in that way. Take, for instance, the Audit Office, where there are a number of clerks. They are not classed as first, second and third-class clerks, and they do not get regular increments annually, but it is according to the time they have been in the service and to merit that increases are made, and also according to what is considered the work upon which they are engaged warrants, and it is only occasionally they are given a small increase of salary. The clerks employed on the railway are not paid as high salaries as the clerks get here. \$350, \$400 or \$500 is the general run of salary for clerks on the Government railway.

3261. Does your outside service, with the exception of the officials whose names are published here with the inside service, share in the superannuation fund?—No, there are only 13 of the officials of the Government railways who share in the superannuation fund.

3262. What number of assistants has the chief engineer on his staff at Moncton?—I think he has nine officers in his office, composed of assistant engineer, draughtsmen, clerks, and a messenger.

3263. Do any of them come from the military college?—I think not.

3264. Are your assistant engineers here at headquarters in the Civil Service?—No, they are not.

3265. You have two staffs, one for working the Intercolonial and the other staff for construction?—Yes; those employed for the construction of the Cape Breton road, the Oxford and New Glasgow road and the Digby and Annapolis, have nothing whatever to do with the operating of the Government railways.

3266. We are speaking of your office here?—Yes, I understand.

3267. But you have some assistants yourself in regard to the management of the railways here?—Yes, clerks in connection with management of the Government railways, and skilled engineers in connection with the inspection of subsidized and other railways, and construction of railways.

3268. Do you have two staffs here substantially, one dealing with management and one with construction?—Yes, I think I have 13 officers whose names are on the list I submitted to the Commission. Three of them are on the Civil List besides myself—that is, my private secretary, and the chief clerk and a draughtsman.

3269. How was it ten years ago; was it in existence at that time?—Yes, that is practically the same staff, but very much reduced. I had a great many more officers on my staff when large works of construction were going on. But this staff is not on the permanent list, though I cannot do without any of them at the present time.

3270. What vote are those men paid out of?—Except those that are on the Civil Service list, they are paid out of whatever appropriations are available.

3271. But those you have to assist you in administering the Railway Act?—Mr. Ridout, Mr. Smith and Mr. Dale are paid out of the appropriations for surveys and inspections. The staff shown on the list submitted record about 20,000 letters a year in my office. We have no more staff now than we need, and could not make any reduction at the present time.

3272. Are the rates paid excessive at all in any case?—Only in one case, and that is an old Government officer who has held for many years responsible positions on the Government staff.

3273. Have you not a great many statistics to collect?—Yes, the preparation of the railway statistics is done in my office here.

3274. Would it be any advantage to transfer the compilation of those statistics to the statistical branch of the Agriculture Department?—No, I do not think it would be any advantage.

3275. Then you think it is an advantage to the service that the compilation of railway statistics should be maintained in the Railway Department?—That is my opinion.

3276. What is the number of miles operated by the Intercolonial?—1,154 miles.

3277. Is it a great source of expenditure in having frequent and unnecessary trains running?—Yes, I think so.

3278. Would it be possible, if you had a free hand, to bring about a reduction of this deficit, and possibly turn the scale the other way, as if the Intercolonial belonged to an independent company?—I think in the hands of a company the road could be made pay working expenses.

3279. And possibly more than that?—Yes, possibly.

3280. Do the trains stop at too many stations?—I think so.

3281. You have here in Ottawa a bureau where the general-printing is done, and yet you have paid for printing in one case outside \$4,041 to one newspaper, and \$13,370 to another for forms and things which perhaps might have been done here?—The question, I understand, is under consideration, whether it should be done at the Bureau.

3282. That question of printing the forms and the time tables, and all those things in the lower provinces, is now under consideration with a view to their being printed at the Bureau?—I think so; but I may say that all the railway printing could not be done up here. There is certain printing that is required at short notice, which could not possibly be done here.

3283. Is that done by tender?—No. My recollection is that the charges for printing were submitted to the Queen's Printer some years ago and approved by him, and we have been working on these ever since.

3284. That is, you have got what were fair rates from the Queen's Printer?—Yes, in a sense; that is to say, these rates were, I think, offered by these people, and they were submitted to the Queen's Printer, and he approved of them as reasonable rates.

3285. The Act relating to public printing has a clause whereby the Governor in Council, by Order in Council, may take out of the general contract system any special printing that it is thought cannot be conveniently done under the contract system?—What we are doing now is done under the authority of an Order in Council

3286. What is the system followed in your department in the issue and receipt of stores?—The system adopted in purchasing stores is that of tender, the great bulk of articles required being obtained by these means. Only smaller articles which cannot be tendered for, or patented articles, are purchased without tender. The larger articles are purchased by poster and newspaper advertisements. Tenders for ties are called for once a year by posters distributed along the line of railway. Tenders for coal are invited once a year by circular sent to all the mining companies operating along the line of railway. The tenders are opened and contracts awarded by the department at Ottawa. Tenders for hardware are invited by circular once in six months, and are opened and decided by the Chief Superintendent and the general storekeeper, who look through them and examine the samples. The system of issuing and receiving stores is that the general storekeeper is the only person empowered to purchase stores. When we purchase, the order he issues specifies when and where the materials are to be delivered. He orders two invoices to be sent, one to the person who is to receive the store, and the other to his office. The main store for the Intercolonial Railway is at Moncton, and for the Prince Edward Island Railway at Charlottetown, and for convenience and economy there are smaller stores at other parts of the line. Each is in charge of a storekeeper and issuer, who receives and issues, and keeps an account of the stores in a book, in which appear in detail all articles received, and as the invoices come in they are pasted in a book, and are checked over with the receiving book, with the articles. A regular set of books is kept, which show daily the quantity of each kind of article in store. Accounts are received monthly for the goods supplied during the month. These are checked over by the storekeeper, and, if found correct, are sent to the general storekeeper's office, where they are checked as to prices, and if correct, are sent to the accountant of the Government railways, duly certified by the general storekeeper. They are then examined and approved by the Chief Superintendent or the superintendent and sent to the accountant of the Government railways for payment by cheque signed by the Chief Superintendent and the accountant, or the superintendent and the accountant of the Government railways. Materials are only issued from any of the stores upon requisitions signed or countersigned by an authorized officer, and upon these the issuer delivers the articles or sends them away by train, and at the end of the day hands the requisitions into the storekeeper's office, where they are entered in the books kept for that purpose. At the end of each month the storekeepers send returns of all the issues to the general storekeeper, who checks them and sends them to the accountant of the Government railways. They show in detail the full issues for the month, with prices. The articles are then charged in his books against the various persons and services. With timber, ties, rails and such like, they are, for economy and convenience, delivered along the line as in store. In such cases, of course, the storekeeper is unable to keep a close supervision, but, as they are used, a return has to be made to him. On the 30th April of each year stock is taken of the smaller stores at the several points along the line, and the accounts of the different stores are made up in the general storekeeper's office, showing the profit and loss in operating each store, and the surplus or deficiency in materials checked in each store, and then accounts are adjusted so that they will work out as nearly correct as possible on the 30th of June each year. On the 31st October in each year stock is taken of the track materials, such as rails, ties, timber, lumber, etc.; as these articles are got out in

early spring and piled along the line, they are difficult to take stock of in April, but are, by the 31st October, about all used up in the work, thus simplifying the taking of stock.

3287. How are contracts generally awarded in your department?—Contracts are generally awarded to the lowest tenderer, though there are exceptions, for instance, when the quality of the material or the time of delivery, or some other conditions set by the persons tendering intervenes, to the disadvantage of the railway to prevent this course from being adopted. In cases in which the lowest tender is not accepted the contract is awarded by Order in Council.

3288. About these ties and fish-plates that are spread along the line, there must probably be a certain amount of stealing of these things?—Possibly there may be; it is difficult to guard against it.

3289. What do you do with the deficit? Wipe it off?—Yes, we have to wipe it off and charge it.

3290. There ought to be some means of guarding these things; do you keep a force to look after them?—Thefts are occasionally discovered, and then we prosecute. We have a police force, and so far as they are able they look after these things. If anything is stolen we send Police Inspector Skeffington, who is our chief man, to have the matter looked up, and he is very clever in discovering pilfering. I fancy it is not much worse in our case than with other railways, except that the people seem to think that it is no crime to steal from the Government.

3291. You have the assistance of the Public Stores Act. Do you find it of any assistance?—Yes, we find it an advantage.

3292. Fish-plates are not taken to the same extent as ties?—No, I think not.

3293. Would you mind telling the Commission how coal is tendered for and distributed? You pay about \$370,000 a year for coal?—We pay more than that; I should say about \$500,000.

3294. How do you accept the tenders, and is the coal distributed along the line?—In the first place we invite tenders by circular to each of the coal companies doing business along the line of the Intercolonial. But the tendering now has become rather a farce, as the companies combine, and their prices, as a rule, are all the same. Not only that, but if 300,000 tons of coal is asked for it will be found that certain companies combine to divide it up among themselves, so much for each. Then they have to deliver this as we require it from time to time, under an order from our general storekeeper, but we have very great difficulty in getting them to do this. If there is no demand for coal by the public they will try to force us to take coal when it is not required, and growl and grumble because we do not give them orders. But on the other hand, when we give them orders for coal for the road, and they have a brisk business with the public, they will not fill the railway orders. It has been so bad in some cases that we have had to use coal in transit for the public, that is, take coal off the cars that we were transporting for individuals. At last it became so bad that instructions were given to the Chief Superintendent not to haul another pound of coal from those companies for the public until they supplied us with coal under their contract, with which to haul.

3295. From its bulk it cannot be taken into store like anything else?—Not into the store exactly, but it goes into our various coal houses along the line from one end to the other. We have at Rivière du Loup storage capacity for about 4,000 tons, at Lévis for about 2,000 tons, at Campbellton for about 3,000 tons, at Newcastle for about 2,000 tons, and at Moncton probably for about 1,500 tons, so that it is spread along the line at various points in the coal storehouses.

3296. When the Cumberland Railway and Coal Company deliver, do they deliver so many tons to the car?—Not exactly. They ticket on the side of each car the number of tons it contains, but a short time ago it was found the actual load was less than the ticketed amount. I believe this has been successfully put a stop to. For a period of three months an inspector of coal was appointed to examine into this coal matter, and he found cars billed for 20 tons whereas they barely contained 18 tons. Now, every car

of railway coal passes over the scales ; this I am informed makes a good deal of delay in moving the coal traffic.

3297. Who benefited by this deficiency in the quantity ?—The coal company.

3298. Is there any suspicion that it was done in collusion with any of your officers ?—No, none.

3299. Do the contracts run that they should give you so much, and as much more as you require ?—They do, and also as much less as we may require.

3300. You pay in round numbers about \$2.20 for screened coal ?—Yes.

3301. The same kind of coal has been got into Ottawa, the all-rail route, for \$4.50, has it not ?—I think I have heard so.*

3302. How far is it from here to Spring Hill ? What would be the cost of transport ?—About 840 miles. The rate over the Intercolonial Railway is three-tenths of a cent per ton per mile, and over the Grand Trunk Railway and Canada Atlantic five-tenths of a cent.

3303. What is the distance from Spring Hill to Lévis ?—About 550 miles, and it costs about \$1.65 per ton for transport.

3304. Between Lévis and Ottawa, how much does it cost ?—About \$1.42 per ton, I think, is the rate.

3305. And it has been delivered here at \$4.50 ?—I think that I have heard of some being delivered at that cost.

3306. You paying at the pit's mouth \$2.20 ?—The price we pay at the junction with the coal companies' road is about \$2.20 per ton.

3307. Is there no means of getting over that ?—No.

3308. Is it the same character of coal ?—Yes, I think so.

3309. Do they sell to ordinary purchasers at \$1.50 ?—I do not know what their selling price to the public is.

3310. It would appear as if they did ?—If the information as to its having been delivered here in Ottawa for \$4.50 is correct, the coal companies must have sold it at about \$1.50.

3311. This was a cash transaction here in Ottawa for a car or two cars of coal for the Civil Service, was it not ?—I believe so, but I am not sure.

3312. What machinery have you for looking sharply after the quantity and quality ?—We have men at all the coal sheds who are continually handling the coal, and they are supposed to report to the general storekeeper if inferior coal is being delivered, and it is his duty to look after it. But, as I have stated, for some months we have had an officer specially employed to look after the coal delivery.

3313. Is it a fact that the railway cost to Montreal is \$3 ?—From Spring Hill it is about \$2.60. From Pietou it is about \$2.85, I think.

3314. But you have no reason to believe that this unjust steward who delivered only 18 tons and charged for 20 did this in collusion with one of your officials ?—I have no reason to think so.

3315. Have you followed it up at all, with a view to ascertain ?—We have employed the coal inspector specially to look this matter up and to see how best to correct it. However, orders have been given to pass every car of coal over the scales, which should insure correct weights being given.

3316. Where is that done ?—At the junction with the coal company's railway, where they deliver the coal to us.

3317. As this is rather an important matter, would you mind, when you are at Moncton, instituting enquiries as to the distance and cost, and whether this \$4.50 we were talking about is a real commercial transaction ?—I will make enquiry.

3318. What does the Moncton Refining Company, for example, pay ?—I do not think that would be any criterion. They use an entirely different class of coal, for which I understand they pay \$1 per ton.

* Mr. Schreiber afterwards informed the Commission that he must have misunderstood the information he received about the price of coal brought to Ottawa from Spring Hill Mines, and from what he could gather that the price seemed to have been \$2.50 at Spring Hill, and the freight would bring it to about \$5.90 on the cars at the station at Ottawa. Also that the charge to the people of St. John for coal at the pit's mouth in February was \$2.70 per ton, the run of the mine, and 70 cents for slack.

3319. What do the St. John people pay at the pit's mouth?—I will enquire.

3320. Would you mind also, when you are at Moncton, getting a statement of the exact amount you paid for coal in 1890-91?—I will do so.

3321. You stated in your evidence about stores that the storekeeper, in conjunction with the General Superintendent, gives orders for hardware?—Yes; for stores generally.

3322. Is the storekeeper the purchasing agent?—He is the purchasing agent; everything is done through him. The tenders come through him.

3323. Have you any reason to believe, coming to a very close question, that he receives a commission on the supplies purchased for the Intercolonial Railway, or, we will put it, that any officer in your department receives a commission?—I know of nothing of the kind being done, but I am aware it is the practice of merchants in the ordinary way of business to give commissions or presents. Charges have been made against the general storekeeper from time to time that he receives presents from persons dealing with the railway, but whether or not he does I could not say. The complaints have been made by rival tradesmen, but on enquiry we never could find any evidence that he did so.

3324. His salary is \$1,900 a year?—Yes.

3325. And he has all this disbursing power?—Yes; but I cannot see how the general storekeeper can have any opportunity of favouring anyone where it is a matter of contract and tender, unless he accepts articles inferior to samples accompanying tenders. I may say that some such charge as this has been made on several occasions.

3326. Is the contract always given to the lowest tenderer?—Yes; always given to the lowest tenderer, quality considered, as can be seen upon examination of the abstracts which are on file in my office.

3327. Do you consider, with the enormous power that is given to this man, and with, presumably, a certain opportunity to receive commission, that \$1,900 a year is a sufficient salary for him?—What I say is this: I do not think an increase of salary would make a dishonest man honest, and I maintain that if a person engages with another for \$100 a year he ought to be just as faithful and honest as if he engaged for \$50,000 per annum. Salary is a matter of bargain only, according to my way of looking at it.

3328. Coming at it in another way: Has the Canadian Pacific Railway a purchasing agent?—They have, and I think he has greater power than our general storekeeper.

3329. What salary do they pay him?—I have no idea.

3330. Don't you think that the Canadian Pacific Railway would pay a man \$4,000 occupying that position?—I could not say. All I know is, that the higher grades of officers of the railway company, as a rule, are paid very much higher salaries than the higher grades of officers on Government roads. Take our Chief Superintendent, and our Chief Engineer, their salaries are small compared to officers holding like positions on companies' roads.

3331. What amount has this purchasing officer to disburse during the year?—For small stores, I think, about \$750,000 or \$800,000, or may be a \$1,000,000—I mean independent of rails or anything of that kind.

3332. Is it necessary for the general storekeeper to reside at Moncton?—Yes; I think so.

3333. Don't you think that a system of control, by which his operations could be submitted to a sort of board, there or elsewhere, might perhaps give a better guarantee to the Government in all these large expenditures through one man only?—Understand, that although the purchasing and receiving of stores is done through the general storekeeper, he does not actually do the buying and the receiving. His accounts are all supervised by the Chief Superintendent, and by the accountants of the Government railways also. The power is not all in his hands.

3334. Then there is a sort of control; it is not exclusively in his hands?—It is by no means exclusively in his hands.

3335. Purchases have been made before they go into the offices of the chief superintendent?—Purchases are generally made by tender and contract, and awards made at Ottawa. It is the ordering from time to time under these contracts which the general storekeeper does, and that is before the accounts reach the Chief Superintendent.

3336. But the actual business of purchasing is that in the hands of this officer, Mr. Cook, who is called here a general guardian?—In the way I speak of, that is to say, that for the large portions of the stores, tenders are invited, and only occasionally the smallest description of stores are purchased by him and the Chief Superintendent. All the larger stores, such as rails, coal, ties and general wares are, as I have said, purchased by tender and contract, and under these contracts the general storekeepers order the goods from time to time as they are wanted.

3337. In this coal business, it is his certificate in the end that determines the cheque to be paid to the coal company; his certificate that so much has been handed over and received determines the amount of the cheque to be sent to the coal company?—Yes; but this return is based on the return of the employees who actually receive the coal.

3338. Then, in this large amount paid for coal during the year, the general storekeeper has to give his certificate that the coal has been delivered?—Yes; but the plan adopted in the past has been only to weigh an occasional car, and thus check the weights.

3339. When a tender is filled up with coal at a station, at Halifax for instance, is there any check on the amount that is put into the tender?—Trolleys of one ton capacity are used for supplying engines with coal. It all passes into these ton trolleys to the tender, and a receipt is taken by the fuel man from the engine driver of the amount of coal supplied the engine, and these receipts are forwarded to the mechanical department.

3340. And you have a check of the tonnage that goes out to the engines?—Yes.

3341. And if you allowed the shed to run dry altogether, you could know whether the proper amount had been accounted for?—Yes, approximately. Sometimes there is a shortage to be accounted for; there is always some leakage.

3342. In regard to the small roads that are feeders, do you ever have any trouble in collecting your share of the receipts from them?—Sometimes. We have some trouble at the present time. The Eastern Railway Company is in arrears, that is the road from Chatham to Fredericton. They have owed the Intercolonial Railway for some time a sum of about \$8,000, which we have had some difficulty in collecting; indeed it is not yet all collected.

3343. Sometimes you do repairs for them in your repair shops?—No; we have refused for some years to do that for them. Many years ago it was done, but a stop was put to it, as in some cases we could not collect the accounts.

3344. But you do make some losses through these local roads?—Yes, some losses have occurred. The Elgin and Petitcodiac road, the Spring Hill and Parrsboro' road, both failed to pay their accounts, and up to this time we have not succeeded in collecting the amount. If any of them get behind a month we shut down on them, and will give them no more credit until they do pay up.

3345. But if you have these claims, do you consider them as losses and write them off as bad debts?—No, we keep them in the open accounts, so that if an opportunity offers of getting it out of them we do it. For instance, the St. Martin's road owed us some \$4,000. It looked like a hopelessly bad debt for years. Finally they wanted some privilege, and the Minister made it one of the conditions that they first pay their account, which they did.

3346. On the whole, these lines are rather an advantage to you?—Yes, they are mostly feeders to the Intercolonial Railway.

3347. And if you make some losses you have some gains?—Yes, and we are strict with the roads which we think may not be in a position to pay. In such cases we make them pay back charges before we hand over the freight to them.

3348. Have you any suggestions to make with a view of increasing the efficiency and economy of your service?—I am going down to Moncton to-day with a view to making recommendations.

Memo.

COAL supplied to the Intercolonial Railway in 1890-91, and amount paid therefor, 231,312 tons, for which was paid \$507,572.45. Memo. of the prices paid for coal by the public at

	Lump Coal.	Nut Coal.	Culm Coal.
Vale, Albion, Drummond.....	\$2 25	\$2 00	\$1 00
Acadia	2 50	2 00	1 00
Joggins.....	2 75	2 00	1 00
Spring Hill	3 10	2 00	1 00

The above are, I understand, for the coal delivered at the junction of the coal mines railway with the Intercolonial Railway, and the ton is 2,240 pounds.

(Sgd.) COLLINGWOOD SCHREIBER.

COL. WALKER POWELL, Adjutant General of Militia, was examined.

I was Deputy Adjutant General of the Militia from 1862, and have been Adjutant General since, 1875

3349. You have been chief Canadian military officer since 1862?—Yes.

3350. A part of the militia staff is under your direction and control?—Yes, the outside militia service is under direction of the general officer commanding when here.

3351. And part of the clerical staff, although they are under Col. Panet, in one sense, yet they assist you in controlling the work of the outside service?—Yes, I suppose you may say that, they are under my direction at Ottawa.

3352. The service you control is distinct from the Civil Service?—Entirely separate. Our officers are in connection with the department for convenience.

3353. So far as the Ottawa service is concerned, which is the matter in which we are immediately looking into, you do not think your staff is too large?—No.

3354. You find them all competent?—Yes, all the staff are competent.

3355. Have you any inefficient men?—There is one of them getting up in years; he will have to go soon. But I am only speaking for four.

3356. Have you prepared answers to the printed questions sent out to you?—Yes, but only the portion of them I care to deal with. I do not deal with the general subject, but only with those portions that concern me.

3357. How should the Board of Civil Service Examiners be constituted, and what should be their powers?—So far as this branch is concerned, the usefulness of the Civil Service Examiners is confined to examinations into the literary qualifications for duty of the civil servants. This board does not examine in military subjects.

3358. Can you give an idea of what you think a Civil Service Board ought to be?—No, because a Civil Service Board under any circumstances could not benefit our people. The literary promotion examination would be a benefit, because it would induce men to read up.

3359. Should all appointments be the result of competitive examination? What, if any, appointments should be made without examination? Should there be an

age limit in the case of all appointments; and state what, in your opinion, the maximum and minimum ages should be?—Appointments to this branch should not be the result of competitive examinations. The number employed is at present limited to four clerks. Each person should therefore be fitted for the duties he is required to perform. The existing specified ages seem suitable.

3360. Should there be any third-class clerks at all; if so, what should be the limitation as to salary?—Is the present maximum—\$1,000—too high? Should there be an intermediate class ranking lower than second and higher than third?—I think no clerk should be appointed to this office whose pay is under \$2 per diem. He should possess military qualifications, that is, he should be acquainted with the details of military service, and the mode of conducting its affairs in so far as they relate to the duties of his appointment. The force is old enough to require this.

3361. In adding for optional subjects, should there not be some understanding that the optional subjects were necessary in the duties of the office to which the appointment is made?—Optional subjects, if added by the Civil Service examiners, will not likely add to the technical knowledge needed by employees in this branch.

3362. Are recommendations for increases of salary always made with due consideration, or are they in a very large measure perfunctory?—All recommendations for increase of salary are made only after due consideration.

3363. Is it desirable to have an annual fixed date at which all increases of salary should take effect?—I see no objection to an annual date at which salaries on first appointments should take effect, provided adequate daily pay from date of appointment is given.

3364. Should there be general preliminary examinations for all departments, or should there be special preliminary examinations for each department?—The literary examination of those in the inside service should be general. The technical ones for both inside and outside service should be special. The latter are now provided for in the military college and schools of military instruction.

3365. How and by whom is the selection made from the list of qualified candidates in your department? Did you ever report against an official during the term of probation, and was another trial allowed, as provided in section 36, sub-section 2?—The appointments of clerks in the inside and of officers in the outside services is made by the Governor General in Council upon the recommendation of the Minister of Militia.

3366. Is it desirable to have promotion examinations, or if not, what would you recommend to be substituted?—Promotion examinations in both the inside and outside service would prove beneficial. They would insure the knowledge needed for passing and for the performance of necessary work.

3367. Is it desirable to make to the Civil Service Board a yearly estimate of the vacancies likely to occur during the year?—I do not see any advantage which would result from making annual returns of possible vacancies to the Civil Service Board. They do not make appointments to fill them.

3368. If promotion examinations are deemed desirable, should the officers earning the higher number of marks be the successful candidates, or should the promotions be made on the report of the head of the department, based on the recommendation of the deputy head?—A fixed number of marks for pass should be required, but the examinations should not be competitive in any particular branch. Promotions should follow qualification for the required duties. It would be useless to expect that gentlemen who have passed the best literary examination should have first vacancies. They might be utterly unqualified in other respects for special services. The promotion of clerks in this branch has been interfered with and delayed by making the promotions departmental. For instance, a clerk in this branch is included amongst those in the store branch for promotion, and a clerk in the accountant branch is rated on the strength of this branch, although he has never served in it. The clerk who has served longest in this branch—30 years—has remained in a lower grade than he should be, for the reason that only one first-class clerk is allowed, and that one was transferred from

another branch to fill a vacancy which had occurred. As now constituted, this branch should have two first-class clerks, so that the employee referred to could be one of them.

3369. Should not promotions be made by Order in Council?—Promotions should be made by Order in Council, and upon certificates from responsible officers, and departmental recommendations.

3370. Did the head of the department ever reject any man who has been promoted?—I am not aware of any rejection after promotion.

3371. Should not exchanges of position be made on the report of the deputy heads of the departments concerned?—There is no objection to exchanges, provided they are beneficial to the public interest involved. The deputies should always be consulted before exchanges are made, otherwise it might interfere materially with one branch or the other. It might take a good man from one place and send him to another where he would be utterly unfit, while he may be a good man where he is.

3372. Should the temporary clerk or writer class be extended, or limited or abolished?—Temporary clerks should be employed only when necessary.

3373. Have you given any thought as to the desirability of having a junior division or boy copyist class?—A boy copyist class would not likely prove beneficial to the service.

3374. You do not recommend the creation of such a class?—I do not.

3375. State generally your views as to the expediency of having a high grade permanent staff and a lower grade writer and boy copyist classes?—If the permanent staff is fitted for the work it has to perform, and copying is needed, it should be done specially, not by the creation of a class of men, women or boys, which might, if created, be frequently without employment in that capacity.

3376. Under the present system, in what manner do you ascertain the necessity of the employment of extra clerks?—No extra clerks have been employed in this branch recently. One was taken on to perform the extra labour caused by the rebellion in the North-West Territories in 1885, but he was discharged as soon as his work was finished.

3377. Do you invariably select from the list of passed candidates? If not, are enquiries made as to the fitness of persons who are on such lists?—The extra clerk I speak of was not selected, so far as I am aware, from any list of passed candidates, but was employed because, being fitted for the work, he was immediately available. The officer in charge of a branch should be capable of deciding when extra clerks are needed.

3378. Have you any women clerks employed in your department? Are they generally efficient, and are there any branches in your department in which women clerks could be exclusively employed?—No women clerks are employed in this branch.

3379. Should there be a general provision for equal leave of absence for all classes, or should not length of service, nature of appointment and responsibility of office be factors in considering the extent of leave to be given?—I do not see any reason to change the existing period of leave for clerks in the inside service, provided the leave can be carried out without detriment to the service. All persons in sedentary employment should have leave. It is necessary for their health, and the service benefits in many ways by their having it. They are able to do more and better work by reason of it, and they generally come back to work fortified by experience which adds to their usefulness.

3380. Should not leave of absence be compulsory?—I think leave of absence should be compulsory.

3381. Should there be a limit, and if so what, in the case of leave on account of sickness?—If a clerk is afflicted by illness he should be granted necessary leave without deductions from his salary while he is necessarily absent.

3382. Has the business of your department suffered, and to what extent, through the granting of leave of absence to officers on account of sickness or otherwise?—The business of this branch is not suffering from leave of absence on account of sickness or otherwise.

3383. Should there be a system of fines for small offences?—I do not approve of fines for small offences.

3384. Do you strictly observe the law regarding the attendance book? Do all your officers sign the book? How do you deal with those who are late in attendance?—The clerks in this branch, who belong to the Civil Service, sign the attendance book of the department. The officers who do not belong to that service do not sign. The duties of the clerks are so onerous as to require every one to be present on time.

3385. Have any difficulties in the conduct of the business of your department arisen out of the provisions of the Civil Service Act?—I am not aware of any difficulty in the conduct of business under the Civil Service Act, nor, so far as I know, has any change occurred in the character of the service.

3386. Have any persons found their way into the service of your department who, either from defects existing at the time of their appointment, or from advanced age, or from bad habits, are ineligible for retention in the service?—The only first class clerk in this branch has attained the age of sixty-six and two-thirds years.

3387. Are the number of persons employed in your department out of proportion to the increase of work?—The number employed is not out of proportion to the work.

3388. Have you any suggestions to make more particularly in connection with any rules laid down under the existing statutes, that have been found inconvenient or impracticable and that would lead to irregularities?—No.

3389. Have you any suggestions to make in connection with the imposition of checks upon the admission of ineligible candidates, or in regard to the giving of proper facilities for relieving the service of useless members?—I am not aware of any check upon the admission of ineligible candidates for employment, other than that possessed by the Governor General in Council. Length of service only should not count for promotion after appointment. None should be either appointed or promoted unless qualified.

3390. Is it desirable for officials to sign the attendance book when leaving the department for any purposes?—If officials in the inside service have permission to leave the department for the day or part of a day, I do not think it necessary for them to sign an attendance book when they leave or return.

3391. In your opinion, are the office hours, 9.30 a.m. to 4 p.m. sufficiently long, or could they be extended in your department with advantage?—The hours from 9.30 to 4 are sufficiently long for the purposes of this branch. If faithful work is performed the office hours should not exceed those from 9.30 a.m. to 4 p.m. A clerk who is constantly employed in sedentary work, and does not take enough exercise in the open air, rapidly deteriorates. His life is shortened and his office work is less efficiently performed. I think no person should be confined continuously to office work during more than six and a-half hours per diem. If there are not enough employees to complete the daily work within those hours, the number of employees should be increased. An extension of hours is not, in my opinion, necessary, nor would such extension result in more work being done. Everything depends upon the work being carried out methodically. Without method departmental work cannot prove satisfactory. A proper distribution, proper example, and supervision, will ensure the best results. Physical fitness should form one of the tests before appointment. No one should be appointed who is physically unfit, whatever his attainments or claims may be. If an employee becomes unfit for duty, without any fault of his own, whilst employed in the public service, he should be retired under the Superannuation Act, or by gratuity, as may be preferred, whichever will be most in his interest.

3392. You think that 9.30 a.m. ought to be 9.30 in practice?—Well, it does not really make any difference to us if one of our men is there at 9.30, who opens the letters; the others may come at 9.45.

3393. Have any abuses prevailed in your department as to the length of working hours?—No abuses have recently occurred as to the length of working hours.

3394. Is it desirable that the officials should leave the department for luncheon?—I do not approve of employees leaving the department for luncheon unless they are physically unfit for work without it.

3395. Do all your officers leave for luncheon at the same time? If that is the practice, is an arrangement made whereby the business of the department does not suffer through

their absence? What length of time is given for luncheon?—No person leaves this branch for luncheon. As a rule, leaving the department for luncheon, if the employee is physically fit for work, interferes materially with his efficiency. No addition to his office hours will, in my opinion, make good the demoralization which follows going out for luncheon regularly. When an employee is likely to be permanently unfit for work unless he goes out for luncheon he should be superannuated if entitled to it; if not entitled, he should not be kept on the strength.

3396. Do your officers then remain continuously without taking a lunch at all?—They bring their luncheon with them.

3397. If they choose to go out for luncheon and stay an hour, would that make any difference in their work?—I am not so sure about that. They do not go. If a man is not physically fit for his work there is no objection to his going out, because it may be an advantage to his health to go; but if a man is fit for his work he must bring a luncheon. If they go out at 12 o'clock you never can tell when they will come in. In our work from 12 to 2 is the busiest portion of the day. I do not agree with the plan of having an hour for luncheon and then extend the length of the working day. I do not believe it is suitable for the service to appoint a man who is physically unfit, simply because he has political friends in the country; when such a man comes into the office he is not only unable to do his own work but he interferes with the work of all the rest, and gives a bad example.

3398. Are you aware that within the last six months an Order in Council has been passed that any man appointed to a permanent position must produce a medical certificate to show that he is in good health?—No. It has never come under my observation. Our people are all healthy and have been doing their work. They are physically as good a lot as you can find.

3399. In your department, are the officials generally aware of the Treasury Board Minute of the 28th January, 1879, respecting the use of political influence; is its spirit generally observed; and in case of infraction has the attention of the head of the department been called thereto?—I would not like to say that appointments have been made in our department from political influence; but I have seen it in the Service.

3400. In your opinion, is a Superannuation Act necessary in the interests of the public service; if you deem it necessary, do you consider it advisable to restrict the operations to certain classes of officials having distinctive duties or otherwise? What change, if any, would you propose as regards the officials in your department?—I think a Superannuation or Pension Act necessary, and that it should apply to all classes employed in the public service. In Great Britain provision is made for the retirement on pensions or otherwise of officers in the military service, after specified periods and within specified ages. At present, however, no provision has been made for the superannuation on pension or otherwise of the staff and officers of the permanent militia. The nature of their service severs them from other pursuits during the best years of their lives; and so far as I can see, the same reason exists here as led to the adoption of the existing system in Great Britain. The ages for retirement should differ from those in the Civil Service, and the officers should be allowed to retire at any time after specified service. If he has served less than the regulated number of years he should not be entitled to either pension or allowance. The country is old enough to permit its rulers to see that a permanent force will be hereafter necessary to aid in maintaining law and order. It should, in my opinion, make suitable provision for such a service. It cannot expect the officers and men to take kindly to the work unless they know that specified service will be rewarded by such retiring allowances or pensions as the nature and duration of their occupations should entitle them to receive. Provision has already been made for pensions for the North-West Mounted Police. As many persons will give evidence relating to the operation of the Civil Service Superannuation Act, I prefer to leave the replies to the questions raised for them to answer. I, however, make the following observations: The superannuation allowance granted to individuals in the Civil Service is not what it should be. The provision, it seems to me, ought to be for the family of a married employee, or for both the employee and his family

if needful. Every male employee ought to provide for the subsistence of himself and family during his life time after end of service outside of the regulated superannuation allowance, but if he is not, the superannuation might be divided, one moiety for the individual during his life, the other for his family after his death.

3401. Do you consider it proper that abatement for superannuation purposes be deducted from the salary?—An abatement might be made from his salary during service for the moiety payable to him, and a money payment in the nature of a life insurance would provide the moiety for the family. The provisions should not be the same for all, but in proportion to salary, unless the employee can provide for a larger sum by paying the required premium of insurance. The necessity for some such provision seems apparent, for the reason that employment in the Civil Service differs from that in the outside world. An employee frequently finds his salary too limited for the current requirements of himself and family, but as he is cut off from earning an addition to that salary by participation in the occupations of civil life, he ought to make provision for the future by such savings as may be possible during his life time, in order to prevent such members of his family as cannot earn a livelihood for themselves from becoming a charge upon either the public or their relations after his death.

3402. When once a superannuation is effected do you consider it desirable to retain the power to call back to the service the persons superannuated, and at what age would you place the limit?—It seems to me that an employee superannuated before sixty might be called back for any work he is fitted for up to the age of sixty—or up to sixty-five, provided the nature of the employment is agreeable to him, and is special and temporary.

3403. Do you consider it would be desirable in the interest of the public service to provide that if no superannuation takes place through death or any other cause, the official or his representatives should be reimbursed for the abatement deducted from the salary?—I do not concur in the desire expressed by some that in cases where an employee dies before superannuation all sums deducted from his pay should be refunded with interest for the benefit of his family. The superannuation scheme, as I understand it, is in the nature, to some extent, of life insurance; the deductions are made for the purpose of accumulating a fund from which superannuation allowances are paid. If the deductions from the salaries of those who do not afterwards receive superannuation allowances are refunded, the contributions to the fund will be from those who are superannuated, and the fund will therefore not likely be large enough to permit the authorized payments to be made. Those who are not superannuated have paid for the risk taken upon their lives by the Government, and are not, in my opinion, entitled to a refund.

3404. You have stated that you would apply this superannuation scheme to your military service as well as to the Civil Service?—Yes, it ought to be.

3405. On the ground that in England and other countries members of the military service are entitled to pensions and receive pensions?—Always.

3406. Is not that in England greatly owing to the fact that the army is sent to all quarters of the world, sometimes to Canada; and sometimes to Hong Kong, so that officers experience great vicissitudes of climate?—If Great Britain had failed to give a superannuation they call it pension there; if they had failed to give a pension, or to give a certain sum of money for certain services, they would have difficulty in getting persons to serve in the army. These people join on a rate of pay that is inadequate. Indeed it would be impossible for them to live on it; but they supplement it and serve in the hope that by and by they will be entitled to pensions. Pension in the army is in reality deferred pay?—It is really deferred pay; but it is grouped into a large sum, so that after twelve or fifteen years service an officer might be allowed to choose whether he would take it as an allowance or take it as a pension. Unless there is some provision of that kind for military service in Canada we cannot keep up our service efficiently. It is all very well at first when the people are moved to a large extent by patriotic motives, but as the country gets older and these officers who have been serving for a long time get old, without promotion, they see that there is nothing for them; and, therefore, I think it is in the interest of the

Government to establish a pension scheme, so that both officers and men would feel satisfied as they go along. If the country does not want the service, the Government has the remedy, but if it keeps the service going the members of it should have no doubt about the future wants of their families being provided for.

3407. You pay superannuation abatement on \$3,200?—Yes. Virtually the \$3,200 is a salary, although it is called an allowance. My deduction is on the \$3,200.

3408. Have there been any promotions in your department from second and third class to a higher grade?—Not recently, but there is one case in my office, a second-class clerk, which is a little peculiar. He has been there since 1861. He enters all the correspondence and sends out all the correspondence, keeping a record of what comes in and what goes out. He is well fitted for that work. He is not so well fitted to take the correspondence duties of a first-class clerk, because his mind runs in the groove where his present duties are concerned. An officer, who is chief of all the clerks, is required to be more ready to adapt himself to the mixed business of the office. He is as good a clerk as can be found anywhere; it therefore seems hard that he should be so long without promotion. He still remains a second-class clerk, although he has been thirty years in the service.

3409. Before he was promoted he was performing exactly the same duty he is now?—Precisely the same duty.

3410. It is understood that he is not fit to take charge of the correspondence?—No; I should not like him to do that.

3411. If he was promoted he would not be doing any better work for the Government than he is now?—No; but he is doing work for the Government now that the Government could not get done equally well by any other man without a long previous training. He is now fifty-five years old and has a salary of \$1,400. He is one of the most faithful men I know of.

3412. Has he been recommended for promotion?—Over and over again. So far as this man is concerned, politics could not affect him, because he was taken into the department when he was a young man.

3413. Your idea that he should be a first-class clerk is based entirely on his length of service?—I think he should have increased pay, but I cannot properly recommend him for the duties of a first-class clerkship. I think it is one of those cases where an extra amount should be given to him, and that he should not be confined to \$1,400. He has a wife and family and is always at his post. He does not drink and is thoroughly reliable in every sense.

3414. That is a case where, in England, a small addition would be granted to his salary as duty pay?—But they do not do that here.

3415. He does mechanical work; there is no evidence of a great display of mental talent?—I disagree with you. I can easily understand that you might bring in a man from the outside who would be able merely to register letters that come in and those that go out, but you must remember that it is a very difficult thing to keep trace of the whole work of a department, especially in a branch with as large a correspondence as we have got. This man does it all, and if he cannot do his work within hours he always stays after hours. He not only makes the entries in the books, but he has to keep a voluminous index as well. It is very important to have a man of that kind. The time which would be lost in hunting up papers without a man of that kind would be considerable. He possesses great skill of its kind. I speak on his behalf because I think that if anything can be done for him it ought to be. He is a very deserving man in every sense.

3416. Is your department divided into branches? Give particulars, including the name of the persons in charge of each branch, the number of officials in the same, grading them, and describing generally how the duties are allotted in each branch?—The Department of Militia and Defence has an account branch, a store branch, an architect and an assistant, and a militia branch. The department has a Deputy Minister, who can answer questions relating to the employees of the department, except those in

the militia branch, and as to the clerks in that branch, in all matters relating to classification in the Civil Service, of which they are members.

The Major General commanding the militia is charged by law with the military command and discipline of the militia, and is head of the military branch. Under him at headquarters are his A.D.C., the Adjutant General and the Inspector of Artillery. The branch is attached to the Department of Militia and Defence for convenience of communication, but is entirely separate and distinct in all duties connected with the command and discipline of the militia.

The duties of the Adjutant General are to assist the Major General commanding in all matters relating to the military command and discipline of the militia. He controls and directs the office duties of the civil staff attached to his office, which consists of four clerks, who are members of the Civil Service. He is charged with the custody of all official records relating to command, drill and discipline, and in addition, those relating to organizations, to the appointment, qualification and retirement of officers, to drill sheds, rifle ranges and rifle practice, to schools of military instruction, to boards of examiners, to court martials, to the enrolment and discharge of militia men, the muster of corps and officers for duty, the military college, including examinations for cadetship and admission of cadets. He prepares all commissions for officers of militia, and delivers them to those for whom they are issued; provides and issues all blank forms required for the college, schools and force; also, books of instructions and regulations for use in the service. He makes requisitions for issue from Dominion stores for arms, ammunition and clothing required by the force, and is charged with the custody of supplies whilst in possession of the several corps. As there is no Quartermaster-General, he is also charged with the duties relating to transport, to the quartering of troops, requisitions for the issue of tents, blankets and other stores required for camp and barrack use. He is the channel of official communication on subjects relating to food, forage, fuel and light, claims for compensation for accidents, illness or injuries to men and horses on service, and to the command and discipline of the force in all the minutiae of its various sub-divisions.

General duties of Inspector of Artillery and Officer Commanding Regiment of Canadian Artillery.

1. *Inspector of Artillery.*—Inspection of all corps of Field and Garrison Artillery in the Dominion, except British Columbia; superintendence of annual meetings for gun practice at Kingston and Quebec. These inspections are held during the drill seasons, between June and October, and the Inspector of Artillery is assisted by the Assistant Inspector at Quebec and at Kingston.

2. Inspection of forts, magazines and artillery armament, and stores, &c., at Toronto, Halifax, St. John, Prince Edward Island and Montreal.

3. All correspondence relative to artillery matters, supply of clothing excepted, is forwarded to the Inspector of Artillery.

4. *Officer Commanding Regiment Canadian Artillery.*—Is the medium of communication for all correspondence between the several batteries and artillery schools and headquarters. Is responsible for the nature and system of instruction in the schools, and for their general uniformity in matters of interior economy. Inspects the schools—Victoria, British Columbia excepted—annually, or when considered necessary.

5. In addition to the above general duties, the Inspector of Artillery is frequently called upon to act as member of a board of survey upon articles of clothing and equipment, at headquarters; and is consulted upon the general questions relating to the purchase and supply of ammunition, equipment and so forth. He has no clerical assistance of any sort.

MEMO, showing the nature of the work performed by each person employed in the Adjutant General's Office:—

Lt. Col. Thomas Bacon, first class clerk.—Attends to the correspondence in the Adjutant General's Office, keeps a record of cadets entering the Royal Military College,

and officers, non-commissioned officers and men entering schools of military instruction, attends also to the printing of examination papers of the Royal Military College, and has a general supervision over the work in the Adjutant General's Office under that officer.

Telesphore Chagnon Larose, second class clerk,—Opens, docketts, registers, indexes and records all incoming correspondence, and also keeps a record of outgoing letters. The correspondence this year amounts to 8,914 incoming, and 9,384 outgoing letters, or an average of incoming letters, &c., of 743 per mensem, and of outgoing letters, 782.

Major Willis R. S. Wainwright, second class clerk,—Keeps form registers of enlistments and discharges of the men of the permanent corps, and records their attestation papers. Keeps two registers of cadets and graduates of the Royal Military College; keeps register of seniority list of field officers of the active militia, and list of all officers on the retired list; keeps register of all officers of the active militia by corps; keeps register of all drill companies in educational institutions; keeps register of officers of reserve militia corps, and register of certificates of military instruction issued by the several schools; prepares militia general orders for publication, also Annual Militia List, and makes out commissions of officers of militia averaging annually 450.

William James Davidson, third class clerk,—Addresses and mails "General Orders" to staff and all officers of the active militia entitled to receive them, averaging 22,000 per annum, or 1833 monthly; attends to the printing and proof-reading of all forms, &c., issued from the Adjutant General's Office; keeps a record of receipts from printer, and of issues of forms to commandants of Royal Military College and schools of military instruction, to the staff and officers of the Active Militia, and keeps a record thereof in books kept for that purpose; keeps a record also of all monthly, semi-monthly and weekly returns from the commandants of military schools; sends out annual military reports, militia lists, and all publications issued from the Adjutant General's Office to the Active Militia, keeping record thereof.

3417. Give a general idea of the method employed in the collection and deposit of public money by your department?—All payments due to Government which passes through this branch are by certificates of deposit to credit of Receiver General. They are transmitted, as received, to the Department of Militia and Defence. No public money except their salaries passes, through the hands of any person employed in the headquarters portion of the military branch.

3418. What system of purchase is adopted in your department?—Nothing is purchased for the public by the branch at headquarters. Purchases by the outside service are made when necessary upon authority of approved departmental requisitions obtained in advance, which give a detail of articles and prices.

3419. What is the system followed in the issue and receipt of stores?—No stores except books of military instruction are received from contractors or issued by this branch.

3420. In addition to his salary is any official in your department in receipt of any additional allowance or perquisites, and if so, please state the particulars?—Except the Adjutant General, who receives an allowance of \$600 in addition to his salary of \$2,600, no allowance or perquisite is made to any person.

3421. Is it possible, in your opinion, to reduce the expenditure on account of the services under the control of your department without impairing their efficiency, and if so, state in what way?—It does not seem possible to make the expenditure for clerks salaries less than it is; indeed it is now less than it ought to be.

3422. In your department have any abuses prevailed in connection with the supervision of payments?—I am not aware of any abuses in connection with the supervision of payment.

3423. Have you any suggestions to make with a view to possible amendments of the Audit Act?—I have no suggestions to make.

3424. In 1880 you state that you were the channel of communication between the military college, the schools of gunnery and the department?—I have noted in this paper the duties that I discharge now.

3425. In the absence of the Major General commanding the militia, you command the force?—Certainly.

3426. What is the term of the Major General?—During pleasure. It is five years if he is a military officer, the Imperial Government has fixed the term. He is loaned to Canada for this duty, the service is counted in place of the staff duty he is required to perform during his period of service.

3427. As a rule during the last twenty-five years, they have not held office longer than five years?—No, one of them went a little over five years, but none of the others have gone up to five years.

3428. There is very often a blank between the departure of one and the arrival of another? And when the officer is on leave?—Often.

3429. And you *ipso facto* command the force during the intervals?—Yes. The department refused, however, to pay me for those services, and I never got anything but once. Under the Civil Service Act, if that act had applied, being the superior officer commanding, I would have been entitled to the difference of pay between the Major General's salary and mine; but the service was military, for which the pay, under the Civil Service Act, was not available.

3430. That is abrogated now?—When I made application for it the second time, the Auditor General wrote a letter and said I did not belong to the Civil Service, and, therefore, was not entitled to claim anything.

3431. But still you command the force during those vacancies?—I have done so in the past since 1867.

3432. You have twelve military districts in Canada?—Twelve.

3433. Can you tell off-hand what is the strength of the Active Militia in the Dominion?—About 37,600.

3434. It has fallen off since 1881, when it was 44,000?—No; it fell off in 1875 or 1876 by the reduction of thirteen men per company made by the Government, to bring the strength within the estimates for pay.

3435. Are all these men who are on the Active Militia force liable to be called out once a year?—Yes, for twelve days' drill; but they are liable to be called for duty whenever required.

3436. We have heard the figures given of our volunteer force which ran up to the hundreds of thousands? What is the meaning of these large figures?—These are the militia of the country. Every able-bodied man from 18 to 45 is a militiaman.

3437. These 37,600 are men who are actually put into uniform and perform duties?—Yes.

3438. But you have not money enough to drill them all in one year?—No.

3439. The system of military districts is analogous to the system in England, where there is a south-western force, and a south-eastern force, and so on?—Yes; the same in principle.

3440. Your military districts are four in Ontario, three in Quebec, and one each in Nova Scotia, New Brunswick, Prince Edward Island, Manitoba and British Columbia?—Yes; but the Prince Edward Island and the Nova Scotia Districts are joined together, and one deputy adjutant general manages the two districts. Districts 3 and 4 are managed by one deputy adjutant general. There are not more than ten deputy adjutants general. One of them is also commandant of the schools in British Columbia, and there are several of them who are commandants of schools in other provinces. The Deputy Adjutant General of No. 1 District, who has his headquarters at London, Ontario, is one; the one at Toronto is another; the one at St. John's, Quebec, is another; then there is Lt.-Col. Maunsell, who has Fredericton, District No. 8—these men are all commandants of schools and deputy adjutants general. That is 1, 2, 6 and 8. Prince Edward Island and Nova Scotia are united. British Columbia includes Vancouver Island.

3441. In addition to these deputy adjutants general you have brigade majors?—Yes.

3442. Is there one in each district also?—No.

3443. How many brigade majors are there?—There is one in the London district, one in the Toronto district, two at Montreal, one at Quebec, one in Nova Scotia and Prince Edward Island. There are seven brigade majors.

3444. Are there also district paymasters?—Yes; the district paymasters and the storekeepers are combined. There must be one in each district, except that Prince Edward Island and Nova Scotia are combined, and there is one each for this district and the Kingston district. There is only one paymaster at Montreal for districts 5 and 6. Wherever the districts are close together, as in Montreal, one answers for the two districts.

3445. Then the deputy adjutants general, the brigade majors, the district paymasters and military storekeepers, are all part of the force?—Yes; but these men, the storekeepers and paymasters, are not altogether under the military branch. For instance, when they draw money for issue to the force, they make requisitions directly upon the head office, and the money portion is controlled by the Minister or deputy minister. All we require a paymaster to do is to pay the force according to the general orders of the militia.

3446. What does the Deputy Adjutant General do?—He commands the force in his district, and has general supervision over everything that is carried on in it, he makes periodical inspections of the arms, accoutrements and equipments in possession of all the companies of militia, and looks after their drill sheds and rifle ranges. He has also the correspondence connected with his district, whatever it may be.

3447. And the brigade major assists him?—The brigade major assists him if he has one.

3448. The brigade major has no distinctive duties of his own?—Oh, yes; he has to make periodical inspections of the arms, accoutrements and equipments in possession of every company twice a year, and to assist in carrying on the drill and duties of each year.

3449. In times of peace, do you use both officers?—We do in a large district.

3450. Is there any district where the active strength is over 6,000 men?—Yes; I think so.

3451. Deducting the quota, the No. 1 district, then, has 5,376?—No. 2 is the largest district with 6,545.

3452. Then if the whole force has decreased from 44,000 to 37,000, and No. 2 still keeps up its 7,800, others must have been reduced considerably?—I do not think there are as many as 7,800 in No. 2 district now, but there are over 6,500. The Militia List will give you the exact figures.

3453. Can you tell in round numbers what is the active strength in Manitoba?—In Manitoba we drill the 90th battalion, the field battery and the troop of cavalry, about 400 men in all.

3454. Have you a deputy adjutant general there?—Yes.

3455. And a brigade major?—No; we have no brigade major, but we have an officer who does almost all the duties of a brigade major.

3456. Have you a storekeeper there?—Yes.

3457. You have these three men to look after 400 men?—No; I do not like to put it in that light. They have an immense territory to overlook, and must be available to do needful work. If a fresh man had to be sent there in an emergency, such, for instance, as occurred in 1885, without previous knowledge of the district, he would cost more money in a few days than all this staff would cost in fifty years.

3458. If an *émeute* arose?—It would cost a good deal of money.

3459. In addition to the force named, there are two rural battalions?—Yes.

3460. These are in addition to the 400 men you speak of?—Yes.

3461. Then you have a volunteer element, as it were, but that does not present itself now?—They are all picked young men, active fellows that are fit to grapple with anything.

3462. What we want to know is whether one officer in each district can keep all these threads in his hand and do all the work?—I would not like to say that it could not be done for Manitoba and the Territories.

3463. Would you say so for any other district, in which the staff could be reduced ?—I do not think so.

3464. You mentioned just now about requisitions ; those requisitions come from the corps to the deputy adjutant generals and then to you ?—Yes. The deputy adjutant generals are the men who make out the requisitions : they do not come from the corps as a rule. Whenever a permanent corps require a money expenditure they make the requisition and send it direct to headquarters for transmission.

3465. When the 43rd wants uniforms what process is taken ?—The commanding officer of the corps writes a letter to the deputy adjutant general of the district, or the brigade major, if there is one, and it comes direct to Ottawa.

3466. Then you send it to the Supply branch ?—It is distributed where it belongs, for action.

3467. You send to the directors of stores and he sends to the deputy minister ?—Yes, he takes them in his hands for approval.

3468. We understood last night that when the 43rd wanted new uniforms the colonel writes to the deputy adjutant general of the district who writes to you ?—Yes.

3469. Does the major general come in anywhere ?—No, he has nothing to do with it. He holds his adjutant general responsible. When the requisition reaches me I send it to the Director of Stores for issue.

3470. Suppose they required new clothing and there was no money to buy it ?—They are entitled to get their clothing periodically.

3471. These things to your knowledge go to the Deputy Minister of Militia, and all these requisitions are registered ?—I do not think they register any of them ; they are registered in the Militia branch.

3472. But what do they go to the deputy minister for at all ?—Because he wants to have control over it.

3473. When the director of stores issues anything, he notifies you again ?—No, he sends the requisition to the stores, the articles are made up into packages and addressed to the proper person. One of his officers notifies the officer to whom the articles are sent that such and such things have been sent to him.

3474. It does not go back to you ?—No, we have nothing to do with it ; after it is approved in the first instance.

3475. Are corps entitled every two years to new uniforms ?—If they drill every year they are entitled to new tunics every four years, and trousers every three years.

3476. The store department keeps an account of each battalion ?—They keep a record of everything that is issued to the corps. The store-keeper has a large book in which every corps is named, with a page for each corps. He charges in that book the different articles they have had issued to them. That goes on from year to year, and periodically he totals the amounts to see how they stand. Every six months these articles are inspected in the district by the brigade major, who sends in a plain statement to the Military branch, showing how many articles he has found in the possession of the corps and we compare them with the accounts of director of stores. For instance, a commanding officer reports that he is short of accoutrements, he says he is short of many waist belts. We go to the director of stores and find out how many waist belts he ought to have in his possession, then he has to account to us for whatever deficiency there may be. If we find that he has less than he should have, he has to pay for them.

3477. You see what things ought to be in their possession ?—Yes.

3478. Supposing a rural battalion sends in for their periodical issue of uniforms, asking for 42, the usual number in each company, whereas in fact there may be only 35 men in the company ?—We are bound to keep 42 ready for service. The captain has to get a certificate from the brigade major and the deputy adjutant general to show that these articles have been properly applied to public service, and he has to state how many days drill they have gone through since they had the last issue.

3479. If there are only 35 men, do you invariably send the full number of 42 ?—We are not bound to do so if there are only 35 men in the corps.

3480. But if it does so happen, do you allow the full number?—I do not think so. I am rather inclined to think, even supposing that state of affairs to exist, they would have great difficulty in getting new uniforms for more than the actual number of men. A battalion is supposed to serve three years, but the service of every man does not expire on the same date. If these men have gone into camp twice and their three years have expired, the difficulty with him is to make his list show four years when his men are only recruited for three years.

3481. What do the volunteers do with their clothing when they go away from camp? Do they keep it in their own houses?—Most of them do. There are a few battalions where the men can keep them in regimental stores. It entails, however, expense to the regiment to do that. I think, as a matter of fact, in most cases, in the country especially, the volunteer takes his uniform and his waist-belt home with him, but he leaves his rifle and his cross-belt and scabbard in armoury. It is almost impossible to get them out to drill when they are required to come in plain clothes. The armouries are small, and there is no place for them to put their ordinary clothing where it could be safely kept while he is in uniform. It is therefore an economy to allow them to take these things home with them. The men have to account for them to their commanding officer who takes the responsibility.

3482. How long does a uniform last?—Four years for a tunic and three years for the trousers. The greatcoats have to be properly accounted for, and are only replaced when they are worn out. Generally speaking, they get new ones every five or eight years, sometimes ten years.

3483. You do not allow them to take their arms?—No, we keep those under supervision all the time.

3484. Do you experience any difficulty in getting volunteers?—None whatever.

3485. In every portion of the country?—I would not like to say that, but so far we have had no difficulty in getting all the volunteers that the law would allow us to have. If we do not get them where we want them, we get them somewhere else.

3486. How much do you pay them?—Under the present arrangement they have twelve days drill, for which they get fifty cents a day. When in camp they are subsisted and lodged in tents in addition.

3487. In your department, you do not purchase clothing?—No. That is under the supervision of the Minister direct, through the director of stores. The Minister himself makes the contract.

3488. Who designs the clothing?—We copy, as a rule, from the Imperial army clothing.

3489. Supposing they make changes or improvements?—We follow them if we can. When I joined the department in 1862, the prevailing taste in the west was for green or grey. It was then almost impossible to get men to wear a red coat. No such difficulty exists now.

3490. Then you do not think that the process of issuing stores could be simplified?—No. We have simplified it as much as we dared, you will find that the checks are all necessary. The Deputy Adjutant General has command of the militia in his district. In case of emergency he draws direct upon the district stores for necessary articles of equipment, and reports what he has done to headquarters. In all other cases he follows the regulations and asks for the issue before it is made.

3491. Then you do not think that this paraphernalia, this staff of deputy adjutant generals, brigade majors, store-keepers, and all that, in each military district, could be lessened in any way?—I do not think so. I would not like to stay at headquarters if it were done, and have a force of 37,000 men to look after.

3492. A camp is held in each district yearly?—Yes.

3493. And about half the active strength of the militia are drilled?—Yes. All the city corps at their headquarters, and about one-third of the rural corps in camps of exercise.

3494. According to the Auditor General's report, the cost of these camps in 1889-90 was \$265,000?—It is not all for camps. The 10,000 city corps are paid from that fund, they drill at their headquarters.

3495. The annual drill, either at headquarters or in camp, takes \$265,000 a year?—Exactly.

3496. Do not the citizen volunteers go out to camp?—No, they could not do so now. They used to it when there was a necessity for it, but as soon as the necessity ceased to exist, the employers of labour said: we will not let our men leave their work for this purpose. If you take the battalion from its headquarters for drill, you depopulate some places of business. Each battalion is made up of businessmen, bankers, lawyers and others.

3497. Is it not a necessary part of the volunteer's education to go into camp?—It ought to be. One of the advantages in the cities, however, is that a battalion may muster every day if it wants to. A rural battalion cannot be so easily mustered for the reason that the men live many miles apart.

3498. Is not camp life, so to speak, one of the essential conditions of a soldier's life, and one that a soldier ought to learn thoroughly?—He goes through everything in the drills of the city battalion, except transport and camp life. Transport of men of rural corps from their homes to the camp is an essential portion of their drill.

3499. Deducting the city corps, the average is about 20,000 men who take their annual drill in camp?—No, it does not average as much as that. We cannot drill more than 20,000 men all told; of these, 10,000 are city corps and 10,000 are rural corps. We can only drill about one-third of the rural corps every year. The city corps drill every year.

3500. Ten thousand you drill in camp?—Yes, a little over a third.

3501. Then grouping the battalions in Prince Edward Island and Nova Scotia, you have eleven camps?—As a matter of fact, the Prince Edward Island men are not sent out of the Island.

3502. Then you have twelve camps, with 12,000 men in all?—No; about eight camps.

3503. You have four districts in Ontario and three in Quebec?—Yes.

3504. Would it not tend to efficiency and economy if there could be a greater grouping of camps?—I do not think so. It would be impossible to send a large number of men into a camp in the hope that they are going to be trained beneficially, unless there is a staff large enough to insure it.

3505. Are there any strategic considerations in having a military school in Quebec and one in Kingston?—Yes.

3506. You think, then, that the camp business could not be carried on more efficiently or economically?—I do not think so. The camps are as economically managed as they can be.

3507. You are the father of the idea of the Military College?—I would not like to say I was the father of it. I was glad to see it established.

3508. You presided at its cradle, you took a great deal of interest in it?—Yes, and have continued to take that interest ever since the college was established in 1876.

3509. Four years ago, there were between 70 and 80 cadets there?—Yes.

3510. There are now 58?—I think so.

3511. At all events the number dropped 25 per cent in four years?—Yes.

3512. How many companies are there now in the college?—The same number of companies, I think two.

3513. At all events a lesser number of cadets must of necessity be without stripes now than before?—Yes. One of the reasons why the number in the college has been reduced is in consequence of there not being proper accommodations for them. There were at one time as many as a hundred cadets in the college, because in the early days of the institution the educational building was used for extra cadets, and 25 or 26 lodged in the north building. When the college had attained its full capacity the rooms in the north building had to be appropriated for educational purposes. All the rooms in that building are now occupied, either by professors, for school rooms, or for something connected with the business of the college. The cadets occupy the dormitory proper, and that is only intended for about 60, giving each one room.

3514. Four years ago a certain number of them had to double up?—Yes.

3515. And the number has been reduced from some where between 70 and 80, to 58?—Yes.

3516. The fees have lately been increased?—Yes.

3517. To the extent of \$100?—Well, the college was originally intended to be free. The fees are now \$200.

3518. It is \$350, is it not?—The Government only get \$200.

3519. It is \$200 for the tuition, and \$150 for the maintenance?—I do not agree with you here, that is not what it is.

3520. But the parent of the cadet pays \$350 a year?—\$150 is his own money. Every cadet who goes there pays the first year \$200 in reduction of the cost of tuition, board, etc. Out of the other portion of his payment, \$150, he buys everything he wants in the way of equipment at cost. The \$200 is his own money, and the balance is accounted for to him at the end of every month.

3521. It is virtually spent?—Yes; he usually spends it all. The plan adopted insures the possession of similar articles by all at the lowest possible cost. If each one was allowed to buy what he chose, and where he had a mind to, uniformity in dress and equipment could not be secured.

3522. The parents of the cadet have generally to supplement that sum in some way or other?—Even supposing they do, the amount is small for all purposes. The extra items are for civilian clothing, transport from his home to the college and return, and for pocket money. This expenditure is not the same for all, and is regulated by the parents.

3523. May not this increase of a hundred dollars have some effect in discouraging cadets this last year from entering the college?—Yes, it has doubtless done so, and has resulted in securing cadets from those who can afford to pay.

3524. In fact only 11 recruits went up this last year?—I do not think that the money payment was the whole cause. There are a great many things to be considered. When the education was free, every person in the country competed, now only those who can afford to pay, compete. But there can be little doubt that every vacancy would be filled if parents were aware that vacancies existed. I do not anticipate a falling off in the attendance, and think that the whole maximum number will be forthcoming as soon as the barrack or dormitory accommodation is provided to give each one a room. The education is excellent and the staff is thoroughly competent for the work.

3525. As a matter of fact in 1887, 25 cadets joined the college?—24 joined, but 25 passed the entrance examination; only 24 would be accepted.

3526. In 1891, 11 cadets joined the college?—We have not advertised in the newspapers. There was no great advantage in advertising because there was only one room each for about 60 cadets.

3527. But you could take in one hundred if they sought admission?—No, we could not under existing circumstances. More dormitory accommodation must be provided before that number can be taken.

3528. But you have taken 80 in?—I explained the reason why we did so; because we had some of them in the north building which is now appropriated for educational purposes, and some were doubled up in rooms in the existing barrack, east block.

3529. Every one has a separate room now?—We hope so, but I do not think the strength of the college will be increased beyond that, so long as there are only 62 or 63 rooms available.

3530. That rule was in existence four years ago?—Yes.

3531. But the same reason would have prevailed four years ago as now, and it was in fact the same?—I have no doubt there is much in what you say.

3532. Is there not another reason why the college has failed to attract public sympathy arising from the fact that the cadets have no prospect, unless they have strong political influence, of entering the public service?—They have the strongest political influence, and excellent qualifications from a public standpoint, but they do not, as a rule, get appointments in the civil branches of the public service.

3533. Some of them have to leave the country and go to the United States?—Very few, and I hope there will be fewer going. Wherever they have gone, however, they are very much sought after.

3534. But it is a great loss to us?—That is very true, but if we had followed the course of making them stay at home, I do not know where we would be now. The country is indebted for much of its progress and prosperity to men who have been educated abroad and come here as immigrants. England has paid the expenses of the education of many of these men, and might say that she does not want them to go to Canada. If some of our young men go away, the higher the education we give them the better it will be for the country. They will occupy higher positions if they are well educated and trained than they would do if not so educated and trained.

3535. But should the country pay for that?—I do not think the country is losing money. \$70,784 is the gross sum expended, less the \$200 paid by each cadet. The net cost last year was \$49,669.

3536. The civil education they get in the college would fit them for what lines of life?—Generally speaking, it fits them to be civil engineers on railways and canals, architecture, hydraulic engineering, mining, etc. The engineers who work on railroads and canals do most of their work in the field. All their surveying and estimation of cuttings and fillings, and everything of that kind, depends upon the civil instruction given in the college.

3537. Could not these graduates be used in the Interior Department?—They could be used in every department.

3538. Our Public Works Department wants such men, does it not?—When Mr. Mackenzie started this college he said that one of the reasons why they only took a limited number of cadets was that they could only provide employment for a limited number in the public service, and he counted upon providing employment for every one that did not get military employment.

3539. That theory has become obsolete?—Yes.

3540. But the original intention in founding the college was that it should be a farming ground for the public service?—Yes. The primary object was to give a high class military education to a specified number of cadets; but as the country only maintains a small regular army, it also provided for an education in other subjects, so that the graduate would earn a subsistence for himself until his military services were ended. The Government of the day hoped that it could employ all the graduates in its various departments, but that hope has not been fulfilled. The graduates are second to none in their capability for service, either military or civil. The institution is a credit to the country.

Wednesday, 13th January, 1892.

Major-General IVOR HERBERT, C.B., called and examined:—

3541. You are the Major General commanding the forces in Canada?—Yes.

3542. You have had some experience in the administration of the Imperial army?—Yes; I have been on the Staff, off and on, for the last ten years.

3543. You have also been attached to one of the Embassies as a military attaché?—Yes.

3544. And consequently you have had some experience in regard to the administration of foreign armies as well as British?—Yes.

3545. In your absence as Major General, the Adjutant General assumes the command?—Yes.

3546. In fact, the department is a sort of miniature "War Office" and miniature "Horse Guards"?—I fancy that was the original design.

3547. In your opinion would it be expedient to abolish one of those offices in view of the small extent of the force in Canada?—I think not. The functions of the Minister's department and the functions of the General Officer's department are wholly

different, and if there is to be efficiency I think it is necessary that the departments should be distinct.

3548. We have been informed that requisitions for supplies from the Civil Department go first to the Deputy Adjutant General, next to the Adjutant General, and then to the director of stores, who refers them to the Deputy Minister of Militia, and we are further informed that this course is necessary, because uniforms, etc., have to be given out from time to time?—I think that is not quite correct. The channel is through the Deputy Adjutant General to the Adjutant General, for recommendation by the General Officer, and from the latter to the Deputy Minister, who disposes of the requisition as he thinks fit. If it is for stores, it goes to the officer in this department who is the director of stores.

3549. In the case of requisitions for uniforms, which have to be supplied periodically, might not the reference to the Deputy Minister of Militia be done away with?—It seems to me that there should be no question of requisition for uniforms. Such a thing should be impossible, and is impossible in the case of every other army in the world, because the issues of uniforms are made periodically. A uniform is calculated to last a certain time; and at the end of that time it is replaced automatically, so to speak. The fact that it has served its time strikes it off the list of stores, and it is replaced without any question of a requisition at all.

3550. Then, this rule, in your opinion is unnecessary?—I think it might be considerably simplified.

3551. Every two years, or whatever the time may be, the uniforms should be issued automatically?—There again a complication arises owing to the training of the militia not being regular. That is probably the reason why the irregularity in issues has crept in, the drill not having been kept up according to the strict intention of the Militia Act.

3552. Then, as the whole force is not drilled every year, there are only certain regiments entitled to the new uniforms?—Yes, but generally speaking, I think the system might be greatly improved, since the administrative principle remains the same.

3553. The division of Canada into military districts is in conformity with the English system, is it not?—Yes, not only the English, but every military organisation requires that responsibility be not over centralized.

3554. In each district, with the exception of one, we have a deputy adjutant general?—Yes, with the exception of two.

3555. And also a brigade major?—Most of the brigade majors' places which have become vacant have not been filled. At present I think we are more than one short, though I could not speak positively as to that. No brigade major has been appointed since I have been here.

3556. In most of the districts, however, there are brigade majors?—Yes.

3557. There are offices combining the district paymaster and the military store-keeper?—Separate offices have been combined in some cases.

3558. Could not the office of brigade major and that of deputy adjutant general be combined?—They are combined in certain cases, but I do not think this works well. I think the extent of these districts necessitates the Deputy Adjutant General having an assistant, though I do not favour the system of brigade majors at all.

3559. What assistance would you give the deputy adjutants general in place of the brigade majors?—I would give them what would be more in the nature of orderly officers, taken from the permanent corps. This would be less expensive and more efficient.

3560. There is an impression abroad that there is too much paraphernalia in the shape of military officials throughout the country?—I do not think that that can be truthfully said as regards the strictly military staff. If the staff are doing all that they ought to do, I think they are doing good work.

3561. The only field work a deputy adjutant general has is during one camp in the year?—He practically exercises all the functions of a commander within his district, especially that of inspection.

3562. But unlike regular troops the militia regiments are not called out daily ; they are only called out for an occasional drill ?—But in case of disturbances you must have an officer who can assume command. This is necessary whenever the militia are called out. As a case in point I may mention that on the occasion of the funeral of Sir John Macdonald last year the militia force here was ordered out, and as there was no other officer to take the command, I had to do so myself. It is obviously necessary, where you have two or three different corps joined together, even if only for a day, that there should be one head.

3563. Do you think that sufficient duties are assigned to the deputy adjutants general to keep them fully employed ?—I think there are plenty of duties, if the duties are properly attended to.

3564. Any way, they must be retained for emergencies which may or may not arise ?—I do not see how you can possibly dispense with them if you are to have efficiency, but I am not prepared to say at present that I am satisfied with the way in which their duties are performed. That is another matter.

3565. But if you were satisfied with the way the duties are performed, the office would be necessary ?—I consider that it is absolutely necessary.

3566. We spend annually about a quarter of a million dollars on the annual camps. Is that money spent efficiently and economically ?—I presume that is a question of Government policy.

3567. As respects paymasters in the district staffs mentioned a moment ago ? I confess I do not see the object of having district paymasters in these days when the transmission of money can be made so easily by means of a cheque. I see no reason why a cheque should not be sent directly from the deputy minister to the person who requires it, without the intermediary of a third person.

3568. We were told of one case in which the office of paymaster was combined with that of the military store-keeper of the district ?—I do not think that can be so. I can quote several instances in which that is not the case.

3569. Is there a store-keeper in each military district ?—Yes.

3570. Could these offices be reduced in any way ? Could any of these district stores be grouped ?—I do not think they could with advantage.

3571. A very large staff is employed in the stores in Ottawa ?—Yes.

3572. Does the store-keeper here belong to the Military branch ?—No.

3573. How is it in England ?—The store-keepers of the militia in England belong to the permanent staff of the militia battalion and are therefore under military control ; and they are not merely store-keepers, but are instructors as well. That is a system which works extremely well.

3574. How are the stores for the standing army kept ? Do they belong to the Quartermaster-General's Department ?—No ; the stores come under the Civil branch, I think.

3575. Then, to be analagous, the stores here would belong to the Civil branch to some extent ?—In a way ; but you must distinguish between supplies or reserve stores, and stores that are in constant use, such as are, in a sense, already issued.

3576. Do you think it would be in the public interest if the Director of Stores were an officer of the military branch rather than the civil ?—I think it would.

3577. You could then have an opportunity of controlling his staff ?—Yes.

3578. It is a very large staff, is it not ?—Yes. Of course, not knowing the working of that branch, I cannot say whether it is unnecessarily large or not.

3579. You do not know how many are employed there ?—I do not. The Ottawa store, which is in a sense a reserve store, might be under the civil branch ; and all district stores, inasmuch as they contain chiefly articles issued for the use of the force, and therefore partake more of the character of expense stores, might be under the military branch.

3580. Do you find that unnecessary stores are purchased, or that unnecessary works are put in hand in consequence of political pressure ?—That is a difficult question to answer. I know there is a proverb that "kissing goes by favour." Similarly the poli

tical situation in a place where work may have to be performed, may have something to do with the selection of one particular service for accomplishment in preference to another.

3581. Are not the stores required for daily use, such as coal for the Battery at Kingston, bought at retail prices?—I could not say positively. Of course no questions of contract come before me at all.

3582. Reverting to the subject of the annual camps, on which we spend \$250,000 a year, do you think the system could be changed or modified so as to secure a better result with more economy?—I am certain of it.

3583. We are told that the number of cadets at the Military College has decreased within the last four years, from nearly 80 to 58?—Yes, I believe that is so.

3584. And that recently an extra fee of \$100 has been charged; and it has also been suggested that one of the reasons for this decrease in the number of cadets is the fact that there is no prospect of their employment in the public works of Canada?—Yes; I think that is undoubtedly the case.

3585. And also that there is no prospect of their employment in the permanent staff of the militia?—That is certainly the case.

3586. Do you think it advisable that a certain percentage of the engineers employed on the railways, canals and other public works of Canada, and architects employed on public works, and a certain percentage of the staff officers, should be graduates of the Military College?—As regards the military officers, the only ones I can speak of with any authority, in my opinion the vacancies in the permanent corps should be offered for competition at the final examination at the Military College. That is the system pursued in every country in Europe. In that way we get officers who have been educated for the purpose. As regards the other part of the question I can only express a private opinion, which is that I think anybody who employed a Kingston cadet would do wisely, because, so far as I have seen them, they are admirable in every way. I have not come across one who has not turned out well.

3587. The artillery schools and the cavalry and infantry schools cost the country about \$400,000 a year. Without touching a question of policy with reference to these schools, do you think the cost could be lessened in any way?—I do not think these figures accurately represent the cost of the schools.

3588. They are taken from the Auditor General's Report?—Yes; but I think they represent a good many items which are lumped together, and not the actual cost of the maintenance of the military units. If I might explain: First of all, there is the maintenance of the personnel of the battery or company or troop; then there are the officers, non-commissioned officers and men of the active force who are attached; and in addition to that I found in the course of my inspection that there are frequently put on the pay list of those military units, as I may call them, persons who have no connection with them whatever.

3589. May we ask in what way?—The last case was at Quebec, where I found civilian caretakers, whose pay aggregated roughly I think \$75 a month, appearing on the monthly pay-list of B Battery, though they were not only not militiamen, but under no military control whatever. That is why I say that I do not consider that those figures accurately represent the state of affairs.

3590. Does that prevail to any extent, do you think?—I cannot say, beyond the cases I have actually seen. I have noticed that in more than one district.

3591. How are these accounts certified, or how do they pass through the Auditor General's office, with such a state of things existing? The commandant of the School must certify that these men are employed?—I cannot say how it has occurred. It has been a matter of great astonishment to me to find such things existing. I could only explain it as a sort of abuse which has gradually crept in, and with which nobody has considered it his business to interfere.

3592. Are you aware that blank pay-lists are signed by the officers of militia?—Yes: I have had to draw attention to that in the course of my inspections.

3593. Is it at all universal?—I believe it is universal.

3594. Then, it is quite possible that more names may be put on the pay-list than are absolutely found in a company?—I do not think that is likely to occur if the captain of the company does his duty.

3595. Is it the case that the officer certifies the pay-list in blank?—No; the man signs a receipt for the money before he receives the money. That is the universal practice.

3596. Have you called the attention of the Minister to this?—No; I have not, because I think such things have to be dealt with rather largely, as in annual report. These are matters which have come out in the course of my inspection, which I was not aware of before, and I do not suppose that any officer of my department is aware of it at the present moment. In the case I have quoted, I had the names removed from the pay-list by the deputy minister.

3597. What is the relative proportion of officers and non-commissioned officers to men in the English militia and in the Canadian militia?—In an average eight company battalion in the English militia, the proportion of commissioned officers to privates is 1 to 32, and non-commissioned officers to privates 1 to 10.54. In a similar battalion of Canadian militia the proportion of officers to privates is 1 to 7, and non-commissioned officers to privates 1 to 2.77.

3598. Will you kindly prepare memoranda respecting drill pay and requisitions?—Yes.

(*Memorandum I.*)

Comparative Cost of Permanent Camps for Rural Militia, and of Camps under the Present System.

1. The following is the system at present pursued, in the annual selection of camping grounds for the rural militia.

Requests are submitted to the Minister of Militia, by members of Parliament or local politicians, on behalf of the localities in which they are interested, with a view to having the camp, and its attendant expenditure, brought to that particular locality. These requests are dealt with, without much consideration as to the suitability, for the purposes of a military camp, of the sites offered. Reports are certainly called for, from the Military branch, but nevertheless requests are acceded to in the face of adverse reports from officers appointed to inspect the sites. Hence we find men encamped on ground which does not answer ordinary sanitary requirements, where water is wanting, where no rifle or artillery range is available, or where the space for drill is so restricted that the training of infantry is difficult, and that of cavalry or artillery impossible.

Besides involving unnecessary expense, this system gives rise to a widespread feeling, throughout all ranks of the militia, that the efficient training and comfort of the men is sacrificed to considerations, which have no connection with the force. The uncertainty which annually prevails, as to the site to be selected for the district camp, acts prejudicially on recruiting, and it may safely be predicted, that when an unsuitable or unknown site is selected, there will be a difficulty in obtaining a good muster.

2. An alternative system, which has been recommended by general officers and deputy adjutants general, is the selection, in each district, of a suitable camping ground, to be used year after year.

In five out of the nine military districts, comprised in the provinces of Ontario, Quebec, New Brunswick, and Nova Scotia, sites on Government property, suitable in every respect for camps, are now available, and similar sites, at a small annual expense, could be secured in the remaining four districts. These existing sites are at points of strategic importance, where it is desirable, that all arrangements should be complete, for the concentration of bodies of militia, in the event of national emergency. This consideration would not be lost sight of, in the selection of camping grounds in the other districts. The systematic annual expenditure of a small sum of money on the same site, instead of the squandering of money in various places, entailed by the present

system, would produce an ample return in the annual improvements to the camp, and the increased comfort secured for the troops.

3. An idea of the comparative cost of the two systems may be obtained from the following considerations.

The principal charges in connection with the camps of the rural militia, exclusive of pay, are :

1st. Transport of camp equipment from district stores to the camping ground.

2nd. Transport of corps from local headquarters to camp.

3rd. Construction of works. These include rifle ranges, stables or sheds for horses, sheds for perishable stores, and latrines. Further expense has frequently to be incurred in connection with the water supply.

4th. Cost of subsistence of men in camp.

5th. Other incidental expenses caused by sickness, casualties, and cases involving pecuniary compensation.

I will take each of these in turn.

1st. The sites, to which I have referred as available, are in the immediate vicinity of the district stores. Therefore this item would be at once struck off. In sites to be selected, it could likewise be arranged for the stores to be located on the spot.

2nd. In some cases there would be little saving on this item, but in the majority of cases where the sites would be in a central and strategical position, the convergence of numerous lines of railway and water communication would materially diminish the expense and inconvenience in the transport of corps, frequently caused by the selection of sites, under the present system.

3rd. As I have already pointed out, the expenditure on account of works, would not be entirely lost for future years, as is now the case. At all the points now available for Permanent District Camps good rifle ranges exist, as they do at many points, which I have in view for such camps. Many of the works I have enumerated are usually executed by local municipalities, but the amount and character of the work undertaken by those bodies depend entirely on their good will, and on the amount of money they are able to expend. The latter is frequently insufficient, and the department must either supply the deficiency, or take the risk of accidents and of heavy claims for compensation.

4th. Under the present system the department in making contracts for rations are in the hands of local combines; since the influence which brings the camp to any particular locality, is, as a rule, sufficiently strong to prevent the admission of competing contractors from outside that locality. Where a permanent camp exists, the competition for contracts will always be greater, and no such influence need have any weight.

5th. Suitable hospital accommodation exists, or could be made available, in all the localities at which I should propose to place permanent camps. This would save much unnecessary hardship, and many heavy claims for compensation.

In a permanent camp the horse lines would be given a semi-permanent character. This would practically remove all chances of claims for compensation for injury to horses. These are almost invariably the result of picketing horses which are unaccustomed to be fastened in that manner. They are of frequent occurrence, and the irregular manner in which they are settled, causes great injury to the popularity of the militia service.

4. Apart from the above considerations, the system proposed would be generally more economical, inasmuch as it would be possible to calculate accurately before hand the cost of every camp. An appropriation could consequently be made in the estimates of the amount for the maintenance of each camp, and this should in no case be exceeded. This cannot be done under the present system, when conditions vary in the case of every camp, so that no standard of expenditure can be established.

The general effect of such economy would be to reduce the incidental expenses of camps, which now absorb a large part of the annual vote for the training of the militia, and to increase the proportion of that vote, which represents the pay of the rural militia. Consequently a larger quota could be annually called out without an increase in the estimates.

5. Indirectly considerable advantage would accrue to the militia. I have alluded to some of them, and I recapitulate them as follows:—

1st. An element of uncertainty would be removed. Every officer and man would know, that he would have to go to a certain place annually, to fulfil his militia obligation, and the unnecessary discomforts entailed by the present system, would not exist to the detriment of recruiting.

2nd. Where men are familiar with their surroundings they settle down quickly, and make themselves more thoroughly at home. Systematic work begins at once. Under the present system staff and regimental officers find themselves in a strange place, where everything has been hurriedly improvised and has the character of a "make-shift." Consequently the first week of the training is frequently wasted.

3rd. The existence of good camping grounds, available at any time under the control of the department, would not only be of immense value in case of emergency, but enable encouragement to be given in a practical form, to city battalions.

Ottawa, 20th January, 1892.

Memorandum II.

Use of Requisitions in the Militia Department.

(1.) A considerable part of the correspondence, which passes through the office of the Major General commanding the militia, consists of "Requisitions." Those, if recommended by him, are passed on to the Minister's office for his personal approval.

Upwards of 1,500 such requisitions pass through in the course of the year, and the disposal of these 1,500 requisitions, entails the transmission and registration of fully four times that number of papers. Under a sound system of administration, the number of requisitions could be reduced by fully three-fourths, while the remaining fourth, would with few exceptions, be disposed of in the office of the Major General commanding. The basis of such a system should be decentralization, as opposed to the excessive centralization, which now exists.

(2.) The three printed forms attached represent the three most common forms of requisition, viz. :—

"A." Store branch, form No. 3.

Requisitions on the Store branch for arms, accoutrements, ammunition, and other articles kept in departmental store, under the director of stores are made on this form. They affect expenditure under votes 96 and 97, of the militia estimates, but the issues are, in most cases, governed by statutory regulations.

"B." Form Adjutant General's office No. 286c.

This form is really nothing more than a size-roll, transmitted by the Major General commanding, to the director of stores, to guide him in making an issue, the Major General having satisfied himself that the issue is one for which authority exists under the regulations. It has, however, become a custom for the director of stores to submit each of those forms to the Minister, and to obtain his personal authorization for the issue. There does not appear to be any sufficient necessity for this course, which is a cause of delay, and of congestion in departmental business. Issues of clothing can only be made under fixed regulations, approved by the Governor General in Council. These regulations determine the period of duration for every article of clothing; therefore, under a well-organized system of administration, articles should be replaced automatically, at the termination of their period of service; the Major General commanding and his staff, being held personally responsible that no issues are made to which corps are not entitled under the regulations. The present faulty system is further complicated by a serious defect in the organization of the militia, under which regiments of cavalry and battalions of infantry are not recognized as administrative units, though provided with the staff for that purpose. The immediate result is, that in the case of requisitions, such as "A" and "B," the director of stores deals with the sub-units in the system, viz. :—

with individual troops, companies and batteries, and consequently receives requisitions from—

43	Troops.
18	Field Batteries.
43½	Garrison and Mountain Batteries.
655	Companies.

Total..... 759½ sub-units.

Whereas under a regimental system he need only deal with about 135 units, viz. :—

11	Cavalry Regiments.
20	Field and Independent Batteries Artillery.
6	Brigades Garrison Artillery.
98	Battalions.

Total..... 135 units.

By a proper devolution of responsibility, the district staffs would deal with groups of these units, and the correspondence of the director of stores would be limited to his ten district superintendents of stores.

“C.” Form No. 352a. “Requisition for Service.”

This consists of a statement of the article required, or of the work to be done, together with the name of the contractor to be employed. It is fortified by four signatures, besides the initials of the Minister. Upon this form authority is given for expenditure of funds, granted under nearly every vote of the militia estimates, but principally under the following, viz. :—

Vote 100. “Incidental expenses connected with the drill and training of the militia.”

Vote 101. “Contingencies and general services.”

Vote 105. “Care and maintenance and construction and repairs of buildings, &c.”

Practically the whole of these services, performed under this last heading, are dealt with in this form. The use of the form is, however, general and very varied. It deals with every class of expenditure, from works of barrack reconstruction, involving hundreds of dollars, to the repair of a broken pane of glass, and from the purchase of coal to the provision of a pound of soft soap for cleaning harness. Thus the most complete system of centralization exists, since *personal ministerial authorization*, as distinguished from *Parliamentary authority*, has to be obtained for every item of expenditure, even when such expenditure is in pursuance of standing regulations. Such a system is destructive of true economy, and individual responsibility, and is moreover inconvenient, as leading to a congestion of business in the Minister's office, and to an unavoidable resultant delay in the despatch of all departmental business. It is directly opposed to the principles governing departmental administration, not alone in the military states of Europe, but in England, where parliamentary control of military expenditure is rigorously maintained.

(3). For the purposes of the Commission it is not out of place to examine the system prevailing in England, for dealing with one particular class of expenditure, and then to compare the system prevailing in Canada, for dealing with the same class of expenditure.

I have taken as an example Vote 10 of the Army Estimates “Works and Buildings.”

Estimates for works are drafted in each military district at home and in the colonies, under the responsibility of the officer commanding the district. These are considered, in common with the rest of the Army Estimates, at a series of War Office meetings, at which all the chief military and civil officers of the War Office are present. The estimates are finally drafted for submission to Parliament, in accordance with the decisions arrived at, in these meetings.

The form in which Vote 10 appears before the Imperial Parliament, and the subsequent disposal of the supply voted, is best shown in the accompanying diagram.

A comparative diagram, showing the form in which vote 105, Militia Estimates, appears before the Dominion Parliament, and its subsequent disposal, is likewise attached.

In the one case we find administrative decentralization, which places the responsibility for the proper disposal of funds voted by Parliament in the hands of local officers affected by such expenditure; in the other complete centralization in the person of the Minister. A similar form of comparison can be made, *mutatis mutandis*, with a similar result, for all the several classes of expenditure in the Army Estimates, where in Canada a requisition for service would be employed. In making this comparison it is possible that I may have neglected to take into consideration differences with which I am unacquainted, in the parliamentary procedure, and in the functions of the various departments of the state of the two countries, such as might possibly render inevitable a modification of English methods, when applied in the Dominion. I have been induced to submit it by the belief that the broad constitutional principle, on which is based the control of parliament over expenditure, is the same in both countries; while in both countries the axiom is applicable, that by decentralization alone can sound administration be obtained.

(4). To return to the primary subject of this memorandum, it is my opinion that by decentralization alone can unnecessary correspondence be reduced, and the Militia Department be efficiently and economically administered.

Imperial Army Estimates, 1891-92.

Vote 10. £

PART I.—New works, addition, etc., amounting to £1,000 and upwards.

L	M	N
Fortifications. £67,700.	Ordnance Store Buildings. £56,275.	Barracks. £39,444.

PART II.—New works, addition, etc., less than £1,000 each.

O	P	Q
Fortifications. £26,000.	Ordnance Store Buildings. £18,000.	Barracks. £79,370.

PART III.—Ordinary and current repairs.

R	S	T
Fortifications. £46,762.	Ordnance Store Buildings. £32,400.	Barracks. £267,734.

Each sub-head is further subdivided by military districts at home and in the colonies.

The schedule of works to be executed under each sub-head in each military district is given.

The execution of works included in Parts II and III is carried out under the responsibility of the general officers commanding the military districts at home or in the Colonies.

The vote having received the authority of Parliament, the personal authorization of the Minister for carrying out each individual service is not required.

N. B.—The figures have been taken, for the purpose of illustration, from the Army Estimates, 1891-92. Sub-heads A to L have been omitted, as dealing with expenditure outside of the scope of vote 105 of the Militia Estimates.

Canadian Militia Estimates, 1891-92.

Vote 105. \$97,000.

Fortifications, barracks, storehouses, Ordnance lands, rifle ranges, construction of new works, additions, alterations and ordinary and current repairs.

The disposal of the vote as above is by personal authorization of the Minister on a "Requisition for Service."

No works or repairs are carried out under the responsibility of the officer commanding a military district. There is no officer directly responsible for the manner in which such works or repairs are executed.

AUTHORITY No.

5,000-8-90.--FORM No. 3, S. B.

OTTAWA, IS

REQUIRED to be issued out of

Stores: the undermentioned articles for the service of the

ARTICLES.	NUMBER.	REMARKS.

Signature.....

Approved.....

No.....

REQUISITION

FOR

189.....

SIZE ROLL for Clothing required for use by the Militia at _____ of Active _____ under command of _____

	No. Required of each Size, &c.		Great Coats.
	Tunics.	Trousers.	
<i>5 feet 6 inches.</i>			
36 breast, 31 waist.....			
37 do 32 do			
38 do 36 do			
<i>5 feet 7 inches.</i>			
36 breast, 31 waist.....			
37 do 32 do			
38 do 33 do			
39 do 37 do			
<i>5 feet 8 inches.</i>			
37 breast, 32 waist.....			
38 do 33 do			
39 do 34 do			
40 do 35 do			
41 do 39 do			
<i>5 feet 9 inches.</i>			
37 breast, 32 waist.....			
38 do 33 do			
39 do 34 do			
40 do 35 do			
41 do 39 do			
<i>5 feet 10 inches.</i>			
38 breast, 33 waist.....			
39 do 34 do			
40 do 35 do			
41 do 36 do			
42 do 40 do			
<i>5 feet 11 inches.</i>			
38 breast, 33 waist.....			
39 do 34 do			
40 do 35 do			
41 do 36 do			
42 do 37 do			
43 do 41 do			
<i>6 feet.</i>			
39 breast, 34 waist.....			
40 do 35 do			
41 do 36 do			
42 do 40 do			
<i>6 feet 1 inch.</i>			
40 breast, 35 waist.....			
42 do 40 do			
<i>6 feet 2 inches.</i>			
41 breast, 36 waist.....			
43 do 41 do			
Total			

FORAGE CAPS.	
Size in Inches around Head.	Number Required of each Size.
19	
19½	
20	
20½	
21	
21½	
22	

I certify that the above is a true list of the height and sizes of the men belonging to the Corps of Active Militia at _____ under my command, and I now ask that the uniform clothing of the _____ pattern and of the size indicated for the corps, may be supplied under the authority of Sec. 54 of the Act 49 Vic., chap. 41, the same to remain the sole property of the Government of the Dominion of Canada, and to be retained for use by the corps for the purposes of drill only ; all damages and deficiencies to be made good under Sec. 53 of the said Act.

Signature of Commanding Officer

Dated at. this.....day of..... 18 ..

(A. G. O.)
(No. 286 c.)

I certify that the within mentioned corps was supplied with articles of uniform clothing of the description and on the dates noted hereunder.

Description.	Number of each Issue.	Date of Issue.
Cloth tunics		
Serge jackets		
Cloth trousers		
Serge trousers		
Shakos		
Busbies		
Forage caps		
Great coats		

I further certify that the corps has been efficiently maintained since the last issues were made, and that the corps is now efficient; and having seen the clothing at my inspection held at on the day of 189..., and made due enquiry respecting the same, am satisfied that the previous issues have been properly cared for, and that the same, to the extent of the new issues now asked for, have become unserviceable through fair wear at drill by men belonging to this company.

I recommend the issues for the following reasons:—

- (1.) This has, within the last seven years, performed annual drill for the years 18 .., 18 .., 18 .., 18 ..
- (2.) (a)
- (3.) (b)

Brigade Major.

Dated at this day of, 189 ..

Certified and recommended,

Deputy Adjt. Genl. of Militia, Military District No.

Dated at this day of, 189 ..

- (a) Here state articles of clothing—if not the whole, what number—have become unserviceable through fair wear at drill, and if otherwise the case to be stated.
- (b) Further information may be given here to prevent delay and a reference back.

REQUISITION FOR CLOTHING

For use by the of Active Militia

at

Dated this day of 189 ..

Issue recommended } Sergt. chevrons.
 } Corp. do
 } Pres. band wings.

Authority No.

Dated

Issued 189 ..

Forwarded by

NOTE—One copy of this Roll is to be carefully kept by the officer commanding the corps, and the other copy is to be forwarded to the Deputy Adjutant General of the district, for transmission to headquarters.

SHIPPING DIRECTIONS.

The clothing for No. Company Battalion, may be addressed to (1) and sent via (2) being the nearest (4) to (5) the company headquarters, and will there be taken in charge by the officer to whom it is addressed.

..... Lt.-Colonel,
Dy. Adj. Genl. M. D. No.

(1) Rank and name of officer. (2) Steamboat, railway or waggon, off the principal routes. (3) Name of railway station or port. (4) Port, station, town or village. (5) Name of headquarters.

REQUISITION FOR SERVICE.

No.

Place

Date 188 .

Table with 2 columns: Description of requisition (e.g., Requisition for the service hereunder specified at, viz. (*), the same having become necessary in consequence of, and the expense of which may be estimated at) and Amount (S, cts.).

Name of proposed contractor of

Signature

Recommended,
Headquarters 188 .
Signature

I certify that there is an appropriation available for the above service.
(Signature of the financial officer of the Department.
Approved
Deputy of the Minister of Militia and Defence, Ottawa, the 188 .

* Here state the nature of the service in detail.

(No. 352a.)

DEPARTMENT OF MILITIA AND DEFENCE,
OTTAWA, 1st January, 1886.

MEMORANDUM.

1. Officers on the staff of the Militia will bear in mind that no expenditure for any service will be sanctioned unless authority for the same has been *previously* obtained. (*Vide* R. and O. 83, par 974.)

2. This form of Requisition is to be used for all articles required (except clothing, accoutrements, ammunition or stationery, for which other forms are furnished), or work to be performed for the Militia service.

3. When a letter of application for articles to be supplied or work to be performed is received, the same must be embodied in the "Form of Requisition," attaching the original application to the requisition, to which in all cases a full detail estimate of the expenditure required should be added.

4. When claims authorized in this manner are forwarded for payment, the approved Requisition should be attached, the claim bearing a certificate from the proper officer, that the articles required have been duly received, or that the work has been duly performed in accordance with contract, as the case may be.

C. EUG. PANET,

Deputy of the Minister of Militia and Defence.

Mr. ROBERT SEDGEWICK, Q.C., Deputy Minister of Justice, was examined.

3599. You are the Deputy Minister of Justice?—Yes.

3600. You have been in that office how long?—Since February, 1888.

3601. Give the number and cost of permanent staff at Ottawa of the department of which you are deputy, in 1882 and 1891, respectively. Also, number and cost of extra clerks or other officials in all its branches, whether paid out of Civil Government funds or otherwise, in 1882, and also in 1891?—The following is a statement prepared by the accountant of this department, giving the information asked for:—

1882. No.	1891. No.	Permanent Staff.	1882.	1891.
1	1	Deputy Head.....	\$3,600 00	\$3,600 00
1	2	Chief Clerks.....	1,783 00	4,250 00
2	3	First Class Clerks.....	5,308 35	5,250 00
	4	Second Class Clerks.....		5,900 00
3		Senior Second Class Clerks.....	5,494 31	
2		Junior Second Class Clerks.....	600 00	
1	2	Third Class Clerks.....	1,600 00	1,900 00
2	1	Messenger.....	375 00	3.60 00
			632 58	
12	13		\$19,393 24	\$21,260 00
		<i>Penitentiary Branch.</i>		
1	1	Inspector.....	\$2,750 00	\$3,200 00
1	1	Accountant.....	1,200 00	1,800 00
1	1	Second Class Clerk.....	1,150 00	1,100 00
15	16		\$24,493 24	\$27,360 00
		<i>Extra Clerks, &c.</i>		
	5	Extra Clerks.....	\$267 92	\$1,120 17
	7	Extra Messengers.....	46 00	553 25
			\$313 92	\$1,673 42

3602. How should the Board of Civil Service Examiners be constituted, and what should be their powers?—So far as I know, the constitution and the powers of the present board are satisfactory.

3603. Should all appointments be the result of competitive examination? What, if any, appointments should be made without examination? Should there be an age limit in the case of all appointments; and state what, in your opinion, the maximum and minimum ages should be?—All original appointments to the Civil Service at Ottawa should, I think, be determined by competitive examination, except in cases where professional and technical services are required, in which competitive examinations may be dispensed with. As to the age limit, I do not think there should be any statutory regulation on the subject.

3604. Should deputies be appointed during pleasure or during good behaviour? Should their responsibilities and powers be extended, and if so, in what direction?—I have no conviction as to this question. The present tenure is practically tenure during good behaviour, inasmuch as the Government must state to Parliament its reasons should a deputy be dismissed. I think the deputies at present have all the responsibilities and powers necessary to proper administration.

3605. Should there be any third-class clerks at all? If so, what should be the limitation as to salary? Is the present maximum (\$1,000) too high? Should there be an intermediate class, ranking lower than second and higher than third?—I can give no opinion of value upon this question. We have at present only two third-class clerks in this department, but they both do work which in other departments is performed by first-class, and in some instances by chief clerks.

3606. In adding for optional subjects should there not be some understanding that the optional subjects were necessary in the duties of the office to which the appointment is made?—I think so.

3607. Are the recommendations for increases of salary always made with due consideration, or are they in a very large measure perfunctory?—They are made in this department with due consideration. At the same time the tradition of the department is that every officer is entitled to the annual increment authorized by statute, unless there are strong reasons to the contrary. The rule should, I think, be the reverse.

3608. Is it desirable to have an annual fixed date at which all increases of salary should take effect?—I think so.

3609. Should there be general preliminary examinations for all departments, or should there be special preliminary examinations for each department?—Looking at section 29 of the Civil Service Act one would suppose that there should be special preliminary examinations for each department. All the officers, however, mentioned in that section should be required to pass some kind of an examination in the rudimentary branches of education.

3610. How and by whom is the selection made from the list of qualified candidates in your department? Did you ever report against an official during the term of probation, and was another trial allowed, as provided in section 36, sub-section 2?—Since I have been in this department, no new appointments have been made. I have never made such a report.

3611. What is the practice in your department in regard to the appointments of persons having professional or technical qualifications, and have you ever had an examination held in any such case?—See my last answer.

3612. Is it desirable to have promotion examinations, or if not, what would you recommend to be substituted?—In this department I see no necessity for promotion examinations.

3613. Have promotions in your department been made only when vacancies were to be filled, or has it happened that an officer has, while continuing in effect to perform the same duties, been promoted to a higher class?—Promotions have been made irrespective of vacancies, and officers continuing to perform the same duties have been promoted to a higher class.

3614. Is it desirable to make to the Civil Service Board a yearly estimate of the vacancies likely to occur during the year?—In this department such an estimate is worthless and unnecessary.

3615. If promotion examinations are deemed desirable, should the officers earning the higher number of marks be the successful candidates, or should the promotions be made on the report of the head of the department, based on the recommendation of the deputy head?—As already intimated, so far as this department is concerned, promotion examinations are unnecessary.

3616. Should not promotions be made by Order in Council?—I think so.

3617. Did the head of the department ever reject any man who has been promoted?—Not that I am aware of.

3618. Has any officer in your department after being promoted turned out to be incapable, and was the attention of the head of the department called to the case, and was such promotion cancelled?—No.

3619. Have you at any time, by your certificate in the promotion examination, enabled a candidate to pass whom you deemed unfit?—No.

3620. Did you ever, in respect of the efficiency marks, give a less percentage than 30 per cent, in the case of any candidate in your department seeking promotion?—No.

3621. Should not exchanges of positions be made on the report of the deputy heads of the departments concerned?—I think in the case of an exchange both deputies should concur.

3622. Are exchanges ever made for the convenience of officers and not for the benefit of the departments concerned?—Not in this department.

3623. Should the temporary clerk or writer class be extended, or limited or abolished?—I have no opinion on the question.

3624. Have you given any thought as to the desirability of having a junior division or boy copyist class?—I have not.

3625. Do you recommend the creation of such a class?—I have no recommendation to make.

3626. State generally your views as to the expediency of having a high grade permanent staff, and low grade writer and boy copyist classes?—My experience in this department does not enable me to have views on the subject.

3627. Under the present system, in what manner do you ascertain the necessity of employment of extra clerks?—We employ extra service when our present staff is insufficient for the work.

3628. Do you invariably select from the list of passed candidates; if not, are enquiries made as to the fitness of persons who are on such lists?—Not invariably, but generally speaking enquiries as to fitness of persons on the list are made.

3629. Have you any women clerks employed in your department? Are they generally efficient and are there any branches in your department in which women clerks could be exclusively employed?—There is a lady employed as clerk in the Supreme Court. She is an efficient clerk.

3630. Should there be a general provision for equal leave of absence for all classes or should not length of service, nature of appointment and responsibility of office be factors in considering the extent of leave to be given?—Probably not. The present system works, I think, very well. So far as this department is concerned, when special leave is recommended, consideration is duly given to the factors mentioned.

3631. Should not leave of absence be compulsory?—I do not think so.

3632. Should there be a limit, and if so what, in the case of leave on account of sickness?—The present statutory limit is sufficient.

3633. Has the business of your department suffered, and to what extent, through the granting of leave of absence to officers on account of sickness or otherwise?—No.

3634. In your department have any abuses prevailed as to the granting of leave of absence?—No.

3635. Should there be a system of fines for small offences?—I do not know.

3636. Is it advisable to reinstate an official who has resigned his appointment, without the recommendation of the deputy head?—It depends upon circumstances.

3637. Should any test of competency to perform the required duties be shown, and is it necessary to appoint at the same salary?—Competency should, I think, be established before appointment. It is not necessary to appoint at the same salary.

3638. Do you strictly observe the law regarding the attendance book? Do all your officers sign the book? How do you deal with these who are late in attendance?—I observe the law regarding the attendance book. All my officers sign. I deal with them as the occasion seems to demand.

3639. Have you any suggestions to offer as to the Civil Service Act in general, or as to your own department in particular, in connection therewith?—No.

3640. Have any difficulties arisen in the conduct of the business of your department arising out of the provisions of the Civil Service Act?—Such difficulties have occasionally arisen.

3641. Have many changes in the character and extent of the service required in your department occurred since the passage of the Civil Service Act; and have as a consequence the duties in your department, or of any branch or any officer of your department, been varied?—The character and extent of the service in this department have been the same since the passage of the Act.

3642. Have any persons found their way into the service of your department who, either from defects existing at the time of their appointment or from advanced age or from bad habits, are ineligible for retention in the service?—No.

3643. Are the number of persons employed in your department out of proportion to the increase of work?—No.

3644. Has the work of your department increased beyond the capacity of the permanent staff; and if so, has it led to the employment for lengthened periods of temporary clerks; and has the rate of remuneration of these temporary clerks been increased from time to time?—The departmental work has not increased beyond the capacity of the permanent staff, except that occasionally we have to employ for short periods one or two extra clerks. We have now one extra clerk engaged in special work, who is paid \$2.00 per day.

3645. Have you any suggestions to make, more particularly in connection with any rules laid down under existing statutes, that have been found inconvenient or impracticable and that would lead to irregularities?—I have none.

3646. Have you any suggestions to make in connection with the imposition of checks upon the admission of ineligible candidates, or in regard to the giving of proper facilities for relieving the service of useless members?—I have none.

3647. Is it desirable for officials to sign the attendance book on leaving the department for any purpose?—Not in this department.

3648. In your opinion, are the office hours, 9.30 a.m. to 4 p.m., sufficiently long, or could they be extended in your department with advantage?—In this department my officers as a rule remain in the department long after 4 o'clock, and until their daily work is done, and so far as the department is concerned no change in my judgment in the existing practice is necessary. We do not object, however, to extending the office hours to 5 o'clock in the afternoon. In a small department like this, where each officer has his work to do, I do not consider it advisable to tie our officers down to any particular hours, so long as I am convinced that they are faithful in the discharge of their duties.

3649. Have any abuses prevailed in your department as to the length of the working hours?—None.

3650. Is it desirable that the officials should leave the department for luncheon?—I am inclined to think it is; but arrangements should be made so that there should be always some one in the respective offices during the hours of working, to afford information to those seeking it.

3651. Do all your officers leave for luncheon at the same time; if that is the practice, is an arrangement made whereby the business of the department does not

suffer through their absence? What length of time is given for luncheon?—They do not. One hour; but my officers generally return to work in a shorter time.

3652. Do you take care to ascertain that the length of service recorded in the Civil Service List is correct in the case of the officials attached to your department, and that in case of those officials who come under the provisions of the Superannuation Act such service is only entered as would be counted for superannuation?—Yes.

3653. In your department are the officials generally aware of the Treasury Board Minute of the 28th of January, 1879, respecting the use of political influence; is its spirit generally observed; and in case of infraction has the attention of the head of the department been called thereto?—They are aware of it. Its spirit is generally observed. I know of no case in which it has been violated.

3654. Is it desirable that a fixed daily allowance should be given for travelling expenses, or would it, in your opinion, be preferable to reimburse the actual outlay incurred?—The only difficulty in the case arises out of section 51 of the Civil Service Act. Repeal that section, and I have no doubt whatever that a fixed daily allowance is preferable to payment of actual outlay. Of course, the same daily allowance should not be made to all officers; special allowance ought to be made to officers charged with special missions, but in every case the allowance should, as far as possible, be sufficient, and only sufficient, to pay reasonable necessary disbursements.

3655. Do you make in your department the same allowance for travelling expenses to all classes of officials and for all services, or do you discriminate, and to what extent?—All officials are paid the same rate for travelling expenses under the Order in Council on the subject. I have on two or three occasions when travelling abroad obtained a special order applying only to my own case.

In regard to questions arising out of the Superannuation Act, I would take it as a favour if the Commission would permit me to be silent. The whole question, in my judgment, is a question for insurance experts, and I do not feel myself competent to give an opinion which would be of any value.

3656. Is your department divided into branches; give particulars, including the name of the person in charge of each branch; the number of officials in the same, grading them and describing generally how the duties are allotted in each branch? What is the method employed in your department for the collection and deposit of public money?—There is in connection with this department, at the head of which is Mr. J. G. Moylan, Inspector, the Penitentiary Branch. In it there are three officials, Mr. Moylan, Mr. Foster, the accountant, and Mr. Lane, second class clerk. The duties of the inspector and of the accountant are defined by the Penitentiary Act. Mr. Lane performs the clerical work of the branch. There are no other branches in the Department of Justice. This department has nothing to do with the collection of public money, except in so far as it acts as the agent of other departments. Any moneys collected through the agency of this department are at once transmitted to the department at whose instance they were collected, and that department makes the deposit.

3657. Give a general idea of the method employed in controlling the expenditure of your department?—The expenditures of this department have reference principally to the maintenance of penitentiaries, and miscellaneous justice throughout Canada. In regard to penitentiaries, the salaries are statutory. Goods required for the institutions are obtained after compliance with the tender and contract system. In a few isolated cases goods rarely required are purchased without tender. All accounts against the penitentiary are, before payment, sent to this department, where they are audited, and upon being audited the Finance Department and Audit Office place the amount required to the credit of the warden and accountant, who check against such deposits. In regard to other expenditures, this department is charged with the administration of criminal justice in the North-West. This expenditure is almost wholly regulated by Order in Council, and all accounts in connection with the administration of justice rendered to this department and carefully taxed and audited, after which they are paid.

3658. What system of purchase is adopted in your department?—All of our purchases outside of purely departmental requirements are for penitentiaries, and as I have already stated, they are made almost exclusively upon contracts entered into after public tender and competition.

3659. What is the system followed in the issue and receipt of stores?—Not applicable to this department.

3660. How are contracts generally awarded in your department?—I have already stated.

3661. In addition to his salary, is any official in your department in receipt of any additional allowances or perquisites, and if so, please state particulars?—No.

3662. Is it possible, in your opinion, to reduce the expenditure on account of the services under the control of your department without impairing their efficiency, and if so, state in what way?—Speaking generally, no.

3663. In your department have any abuses prevailed in connection with the supervision of payments?—No.

3664. Have you any suggestions to make with the view to possible amendments of the Audit Act?—No.

3665. Would you like to express your views in regard to the salaries of deputies, and as to whether they should all be paid alike or not?—Every deputy should be paid what he is worth.

3666. Do you think they should all be paid alike?—I do not think they should be paid alike.

3667. It has been suggested here by one witness that for the duties of deputy the present scale of \$3,200 to \$4,000 is not perhaps an unfair rate, but that in the case of a professional man, such as a banker, an engineer or an architect, provision should be made for allowing him a sum not exceeding \$1,000 a year as professional pay in addition. Have you given any thought to the question as to whether that would be a fair way of regulating the matter?—I question very much whether it is in the public interest that the salary of a Deputy Minister should be limited by statute at all. Circumstances may arise in which the Government may wish to engage a particular man who is best fitted to fill the position but who cannot be got for the salary fixed by statute. Therefore, in respect to officers of that kind, particularly officers possessing professional skill of any kind, I think there should be no limit: but the Government ought to have a free hand. At the same time, I have no complaint whatever to make, so far as I am personally concerned, because I agreed to assume my position at the salary offered to me.

3668. Apart from the exceptional case you mention, considering the positions and various degrees of the responsibility of the deputy heads of departments as they at present exist, do you think the present minimum is too low or not?—I am not prepared to say that I think the minimum is too low in respect to the present arrangements, taking everything into consideration.

3669. Do you think that responsibility of a deputy's position and the number of officials under him should be taken into consideration, as well as professional qualifications?—I think so, and I think that the difference in the emoluments paid to officers in the service and deputies at present is not wide enough. In some cases chief clerks are paid within \$200 a year of what the Deputy Minister over them receives. I do not think that such an approximation to equality tends to promote that absolute power of control which the deputy ought to possess in the management in the ordinary routine of his department.

3670. Do you think a deputy should be appointed, like a judge, at a certain fixed salary not subject to change?—I think he ought to have a fixed salary.

3671. And that he should not be in the position of looking to the Government for increases?—I do not think there is any need of raising the question of that kind, because there is no such evil met with at present.

3672. Would the position of a deputy be more independent if his salary were fixed at his appointment and there was no prospect of any increase?—As a rule the deputies

are appointed from the service after having had a long experience in it. I think it would be proper to provide that their salaries should be fixed permanently at the time of their appointment.

3673. It appears that in your department there are two chief clerks, three first class clerks, four second class, and only two third class. It is presumed that arises from the peculiar nature of the work of your department, that your chief clerks require to be professional men?—Yes. The first-class clerks, with one exception, are professional men also.

3674. You have one first class clerk doing what may be called clerical work?—Yes; he is one of the oldest clerks in the department.

3675. Work that might be performed by a third class clerk?—Yes.

3676. But he has been there a long time, and has been promoted?—Yes.

3677. A very efficient officer?—A very good and efficient clerk.

3678. But with that exception you consider that there is no one in your department who is not doing work which in the open market would command the salary he receives?—That is my impression.

3679. What is your opinion as to the advisability of a Deputy Minister having the power to suspend an officer under him, even during the presence of the Minister at Ottawa?—I think that being responsible for the administration of the business of the department, the Deputy Minister should have the same power of suspension that any other manager of a business would have in like circumstances.

3680. At the same time, if the Minister were here, it would be convenient to speak to him before exercising the power?—In fact, always before acting. It is the duty of a deputy to let the Minister know what is going on as far as possible, though at the same time to relieve him of anxiety and worry as far as he can.

3681. You have a few extra clerks in the department?—We have only one now.

3682. The services of an extra clerk are only temporary?—Yes.

3683. Do you dismiss or part with the extra clerks when you need them no longer?—Oh, yes; always. We have got to get an Order in Council before employing them. We do not keep any extra clerks any longer than possible.

3684. Are their salaries all charged to the Civil Government List, or are some paid out of outside votes?—All the staff mentioned in the list I have presented are on the Civil List, with the exception of the extra clerks, who are paid out of Contingencies under the statutes.

3685. According to the Auditor General's report the legal expenses and taxed costs for 1889-90 amount to nearly \$100,000? A large portion of these costs are costs which have been awarded against the Crown as well as costs which we have to pay to our own solicitors. The moneys referred to in the Auditor General's detailed statement are not paid by the Department of Justice, except in a few cases. In the main they are costs which are paid by the department engaged in litigation after having being taxed by the officers of my department; and very often in these statements published by the Auditor General there are included under the name of costs moneys which are not in any sense costs. I have known him to include, no doubt inadvertently, damages which have been awarded against the Crown.

3686. The chief part of the expenditure of your department, amounting to about \$650,000, consists of the salaries paid to the judges and their travelling allowances?—Yes.

3687. All that is controlled by statute?—Yes.

3688. There are no means of altering that in any way?—Unless by another statute.

3689. And the accounts in respect to that are kept for you by the Finance Department and the Audit Office?—We do not keep accounts, but we issue cheques for travelling expenses.

3690. When the judges go travelling, your department certifies their accounts?—Certainly.

3691. The expenditure for miscellaneous justice amounts to about \$50,000?—Yes.

3692. Of which the main part is for the administration of justice in the North-West Territories?—Yes. We have to do in the North-West Territories what the local Governments have to do in the provinces.

3693. The penitentiary expenditure amounts to \$350,000 a year. There is no *per capita* statement in the Auditor General's last report; has that been dropped through correspondence with your department?—No. We supplied a statement; but I think there was some difficulty in finding it, in consequence of Mr. Bedson being ill in Manitoba last year at the time the Auditor General's report was made up.

3694. Do any of the staffs of the penitentiaries receive perquisites?—In several penitentiaries all the staffs are provided with houses; there are no other perquisites authorized by law at present, so far as I know. This was determined by the statute passed in 1887, I think.

3695. Is there not some fuel and light allowed?—No, they are not entitled to fuel or light. On one or more occasions we did take a vote from Parliament to pay for the fuel and light in Manitoba.

3696. Are the houses of these officials furnished for them?—The wardens' houses, in those cases where we have supplied the wardens with houses, have been furnished with carpets and curtains, but these are the only furnishings supplied.

3697. It is stated that in the Broadmoor Criminal Lunatic Asylum, in England, the superintendents and the deputy superintendents are provided with official residences unfurnished?—Ours are practically unfurnished. We consider the carpets and the curtains as part of the fixtures of the house. At all events, in several instances, it would be inhuman to ask our officers to provide carpets and curtains for their houses, because some of these houses are so large that half their salaries would be required to furnish them.

3698. You know that there have been a good many perquisites in connection with the penitentiaries?—Yes.

3699. And there is a constant effort to get rid of perquisites?—And there is a constant effort on the part of the officials to get them back, and there is a constant effort on the part of the department to maintain the *status quo*. But latterly there has been no friction in the matter of perquisites, because it has been settled by statute.

3700. By the Auditor General's report, page B-130, it appears that coal at Kingston has cost \$4.90 a ton and the same kind at St. Vincent de Paul cost \$7.25. How are these fuel contracts entered into?—All by tender. I cannot explain that difference without the papers; the dealers, however, have formed combinations in Montreal and also in British Columbia. In Dorchester we burn wood.

3701. There appears to be considerable wood burned at Kingston and St. Vincent de Paul also?—I cannot tell without having the papers before me.

3702. Generally, what supervision is maintained over these contracts for supplies to the penitentiaries?—Formerly, these contracts were awarded at the penitentiaries, but we found that there was not proper supervision exercised over them, and now we have the tenders sent to the department here unopened, and we then have a most careful examination made of each tender, and the most careful report made upon them. Then the Minister gives the matter his personal consideration, and awards the contract to the lowest tenderer invariably.

3703. Can you tell us what system is pursued at the penitentiaries with regard to the issue of stores? Could a guard get coal from your stores and consume it in his own house?—No; not unless it is issued to him.

3704. Have you storekeepers at each penitentiary?—Yes; and each storekeeper is responsible for each store issued on a system of requisitions.

3705. Is there such supervision maintained over coal that one of the employees could not get some for the use of his family?—He could not.

3706. There could be no waste of stores?—No.

3707. In connection with each matter of this kind at the penitentiary there are always two officers who have to certify to a requisition?—Yes.

3708. With respect to seizures, do you think any modification of the present rules and practice desirable, and if so, what?—I have a very strong view on that question,

but it is a question of policy for the Government to deal with, as to what officers of the Civil Service shall be entitled to participate in seizures. I do not think the ordinary officers in any of the departments ought to have any interest in seizures. I do not think that it can be questioned for a moment that this is bad policy; it is evil, and only evil.

3709. You think that the public should feel that no one who is near those who have the decision of these matters should have any interest in that decision?—I do.

3710. In cases of this kind you have to deal with informers?—Yes.

3711. Suppose that one of these informers makes a purely malicious complaint against a respectable concern, a complaint which may affect its credit, and fails to prove anything against it, do you think the informer should be punished by law, as a protection to the honest trader?—He is now. He has to pay his costs; and he is also guilty of a crime. If a man maliciously takes proceedings against an honest man he is guilty of a conspiracy or a libel, or a malicious prosecution, and the merchant may have an action against him on one of these grounds. I do not know that the law in that respect requires any change. But I am quite satisfied that the customs and excise laws cannot be carried out without informers, or without allowing them to participate largely in the results of their efforts. The question is, however, how near the department the informer should be allowed to come. There are at present special officers who, I am certain, have been of great service to the country, and they must be paid as they are now, otherwise the revenue would be seriously affected.

3712. That is quite a different question from the question of officers of the inside service participating in these seizures?—Yes; quite different.

3713. Suppose that the officers in the inside service at Ottawa were prohibited from participating, might they not do so indirectly through a dummy outside?—Oh, you can do anything, I suppose.

3714. But you would not be in favour of allowing a man to do indirectly what you would not allow him to do directly—if you knew it?—Oh, no.

3715. In the litigated cases of seizures that come before you, do you get the names of the informers?—Yes; but very often we have to keep the names of the informers secret, because if their names are given their usefulness is gone.

THURSDAY, 14th January, 1892.

Mr. JAMES G. MOYLAN, Inspector of Penitentiaries, was examined.

3716. You are the Inspector of Penitentiaries?—Yes.

3717. How long have you held that office?—Since August, 1872.

3718. You have been asked to prepare a statement relative to the management of the penitentiaries?—My statement is as follows:—

The Governor-General appoints the following officers:—

Wardens, chaplains, assistant chaplains, deputy wardens, surgeons and accountants.

The Minister of Justice appoints schoolmasters, storekeepers, stewards, chief keepers, engineers, matrons, deputy matrons and trade instructors.

The warden appoints keepers, guards, assistant deputy matron, warden's clerk, and teamsters.

Salaries.—All officers are appointed at the minimum salary set down in schedule, and reach the maximum by statutory increase. No increase is given until each officer has served one year, and all increases date from the 1st July only.

Gratuities are allowed only in case of failing health, vouched for by the certificate of the surgeon, and only in cases where an officer is not entitled to superannuation.

Gratuities are calculated at the rate of half a month's salary for each year of service up to five years and a month's salary for each year over five.

Revenue.—Whenever any revenue is collected the accountant gives a receipt for the amount to the person from whom it is collected, retaining a duplicate. So soon as the revenue so collected amounts to \$25 it is deposited in the bank to the credit of the Receiver-General. A statement of the revenue collected is sent to the department each month, together with a receipt from the bank for the amount deposited and the duplicate receipts taken by the accountant at the time he received the money.

Expenditure.—No money is paid out without the authority of the department being first obtained. All monthly accounts for supplies, etc., are forwarded to the department, and are checked over before payment is authorized. These accounts are paid by cheque drawn by the warden and accountant against a credit which is issued by the Auditor-General at the request of the department after the accounts are checked over. These credits are only large enough to meet the total amount of each month's accounts.

Leave.—The warden, chaplains, deputy warden, surgeon, accountant, chief-keeper, storekeeper, engineer, steward and matron apply for leave of absence, when required, to the Minister of Justice, through the inspector; when a longer leave than three weeks is asked for the application is submitted for the action of the Privy Council. All the other members of the staff obtain their leave from the warden with the inspector's concurrence. If the granting of holidays, to any officer, interferes with the administration in the least degree, or cause any inconvenience the leave is withheld. Unless under very special and exceptional circumstances, the leave of absence granted by the warden is limited to a fortnight. Should a longer period be asked for, the matter is referred to the department.

Administration.

Regarding the administration of the service generally, I beg leave to remark that this question opens a very wide field for remark. I shall, however, in presenting my views, confine myself strictly to what I consider practical and useful.

The administration of the several penitentiaries is, in my opinion, conducted as efficiently and well as the present system—under the law and the “Rules and Regulations for the Government of Penitentiaries”—renders possible. That system, for purposes of reformation, is very defective. For nearly twenty years I have pointed out, annually, in my public reports, as well as in departmental documents, what I regarded as defects in view of their being remedied.

After the law has provided for the safety of society by committing the evil-doer to a penitentiary for a certain period, his moral improvement—in order that he may be returned to the community a better man, on the expiration of his sentence, than when he was received into the prison—ought to be of a permanent concern. Everything calculated to conduce to this end should be made available; *per contra*, every obstacle or drawback, in that direction, should be removed.

I look upon the following as most important aids and factors in the reformation of convicts:—

1. The constant daily presence of the chaplains among the prisoners for the purpose of giving advice, instruction and exhortation, not only at stated times, but whenever occasion for the exercise of these functions arises.

2. The good example and irreproachable moral conduct and character of the officers having charge and supervision over the convicts. Their influence, in a right or wrong direction, is very great indeed.

3. The effectual isolation of the well disposed from habitual and hardened criminals, to prevent the corruption and contamination of the former.

4. The proper classification of the convicts, in order to encourage them to reform and regain their lost sense of manhood and self-respect.

5. The adoption of the indeterminate sentence system, as a check upon those who give no proof of amendment, or who have been convicted of felony or serious misdemeanors more than once.

6. The passing of a sentence equivalent to that of life, after a third conviction.

7. Uniformity, as far as possible, in punishment for the same crime, the like circumstances and conditions existing.

8. The introduction of the ticket-of-leave system, as an experiment, and with all possible safeguards.

9. The participation, by the convict, in his earnings, over and above what covers the cost of his maintenance.

10. The multiplication of trades or industries in order to make it obligatory upon every convict to learn some trade or remunerative work—if capable of doing so—before being discharged. This rule is carried out, in most penal prisons of continental Europe, with most beneficial results.

11. A separate prison, wholly reformatory in its character and management, for persons convicted for the first time of any serious crime, between the ages of 16 and 30. It would, I think, be advisable to establish this prison at Ottawa, in view of giving the members of the Dominion Parliament and of the Government frequent opportunities and facilities of seeing its working and results. In this way an interest in penal institutions, so necessary and desirable to ensure proper and intelligent legislation respecting them, could be cultivated.

1a. The chaplains, except at St. Vincent de Paul, where they have no other care of souls, cannot spend time enough among the convicts to accomplish all the good that could be done were they continually on hand. They should reside in or near the penitentiaries and be able to devote all their time to their duties as chaplains. This is the case in Great Britain and Ireland.

2a. The men selected for the very responsible place of guards ought to be of unblemished reputations, intelligent and fitted for the position by some suitable previous training and experience. Not every one, and indeed very few, who can be picked up in the market place, at a cheap rate, are fit to be entrusted with the care and supervision of men so diverse in character, disposition and habits as are convicts. The present rate of remuneration is much too low to secure the right stamp of officers and to induce them to remain in the service. The minimum salary for a guard should be \$500 and the maximum \$800. As it might be perhaps thought premature to recommend the establishment of a training school for prison officers, as in Belgium, Switzerland, &c., it has occurred to me that the vacancies among the guards of the different penitentiaries would be advantageously filled from the ranks of the Dominion or Mounted Police. The drill, orderly habits, and well-trained spirit of obedience to rules and orders, qualify these men for prison duty. The change could be made a promotion, if my suggestion to raise the grade and place the salaries of guards on a more liberal scale be adopted. The gaps caused in the police force could be easily filled, and the recruits in a short time would be made ready to supply fresh vacancies. Were this proposition entertained, provision should be made on either police for the training of French-speaking officers to meet the requirements of the staff of St. Vincent de Paul Penitentiary. Some improvement in the subordinate officers is absolutely necessary to ensure the success of reformatory measures for the convicts. If made, it must be gradual, and as vacancies occur by death, resignation or other causes.

3a. Owing to structural defects in the penitentiaries, the isolation of bad and habitual criminals from comparative neophytes in crime has not been hitherto practicable. A "prison of isolation," containing 108 cells, recommended by me and sanctioned by the Minister of Justice, is approaching completion at Kingston Penitentiary. A competent officer of the Department of Justice or a commission would be well and profitably employed in examining into and reporting upon the working of similar prisons in Belgium and elsewhere in Europe.

4a. For the reason just given, the proper and much needed classification of convicts has not been carried out.

The other recommendations, namely, 5, 6, 7, 8, 9 and 10, are based upon the opinions expressed in their favour by eminent penologists, who have given this whole subject of prison administration and reform long and careful study and examination. My own experience of twenty years leads me to support these suggestions.

The inequality of punishment for the same crime, referred to in the paragraph marked 7, causes very great discontent and complaining among those convicts whose

sentences are more severe than others receive for the like offence. Almost without an exception the men so sentenced make out a grievance, and as a consequence, they become dissatisfied, restless, and seldom reconciled to their *status quo*. In a word, they give a vast deal of trouble.

I do not consider any argument in favour of reformatory prison for youths and young men up to thirty, necessary. It must commend itself to the judgment and approval of the Commissioners when I state that out of a total penitentiary population, on the 30th June last, of 1,249, over 700 were under thirty, and the larger proportion under twenty.

3719. In the case of revenue collected at any of the penitentiaries, does the accountant there receive the money?—Yes, and gives a receipt for it.

3720. So that the same officer both receives the money and gives the receipt?—Yes.

3721. What is the present scale of salary paid to guards?—From \$400 to \$500 in all cases except that of Manitoba and British Columbia penitentiaries, where they are paid \$600, owing to the allowance of coal having been taken from them and owing to the higher rate of living there.

3722. You say that the chaplains have other duties to discharge in addition to those devolving upon them as such?—Yes, except in the case of St. Vincent de Paul.

3723. Is it not the same true as regards Kingston?—No. Mr. Cartwright, at Kingston, has no other parochial duties, but the Catholic chaplain has.

3724. Are the chaplains provided with houses?—No. We have a house at St. Vincent de Paul, which we rent to the Protestant chaplain there, Canon Fulton.

3725. Do you think it advisable that the chaplains should have houses and remain near at hand?—I do, just as they have at the Mountjoy prison at Dublin, which is conducted on the Crofton system. The continual presence of the chaplains at the prisons is of great advantage.

3726. What do you call assistant chaplains?—They are provided for in the Act, but we have had no occasion yet to appoint any.

3727. What salaries are paid to the chaplains?—\$1,200 at Kingston and St. Vincent de Paul, \$600 at Dorchester, and \$800 to the Protestant chaplain and \$600 to the Catholic chaplain at Manitoba, and \$600 each to the chaplains in British Columbia.

3728. How long are they on duty, per diem, as a rule?—According to the rules and regulations, they are expected to attend at morning prayer, which is a very short exercise indeed. It is considered both by the chaplains and those very well acquainted with the convicts that the prisoners do not very much care to be long on their knees in the chapel on week days. The chaplains have had the sanction of the Board which had formerly the control over the penitentiaries to appoint suitable substitutes to read the morning prayers, such as the deputy warden or the chief keeper, which custom has been continued to the present time.

3729. That substitute, then, is not a clergyman?—No, at Saint Vincent de Paul the chaplains themselves attend at morning prayers, as a rule, and conduct the service.

3730. What other services do the chaplains perform throughout the day?—Only at Saint Vincent de Paul, at Kingston by the Protestant chaplain, and at Manitoba, where the Protestant chaplain has a residence immediately adjoining the penitentiary, do the chaplains put in an appearance in the course of every day of the week. These chaplains visit the penitentiary daily for an hour, from 12 to 1, immediately after dinner, and before the gangs resume work, with the view of looking after the school and special classes, such as catechism, bible, &c.

3731. What other duties do they perform?—Some of the chaplains who are convenient to the penitentiaries give an hour or two in the day to catechetical exercises in the vestry. They send for their class and teach them the catechism or the bible or give them some other religious instruction. They also visit the sick in the hospitals. I am now speaking only of those chaplains to whom these duties are possible, because some of the chaplains live at a considerable distance from the penitentiary.

3732. What further duties are performed by those who are at hand?—They generally devote from an hour and a half to two hours on two days in the week to choir

practice. They give a midday service on Wednesday, and on Sunday at the penitentiaries I have spoken of, they hold two services for the convicts, one in the morning and the other in the afternoon. At Manitoba there are two Sunday services in the Catholic chapel and one in the Protestant chapel, the Protestant chaplain having the privilege of using the chapel in the evening for a service for the families of the guards along with the few protestants who live in the neighborhood of the penitentiary.

3733. Now, tell us about the chaplains who live at a distance?—At Dorchester the Catholic chaplain lives about six miles from the penitentiary. He attends every Wednesday and Sunday, and also comes in the middle of the day on Saturday to give instruction and to attend to any other duties that may devolve upon him. The Protestant chaplain there, is the parish rector of Dorchester, and he attends just about to the same extent as the Catholic chaplain. Their salaries are just half those paid at Kingston and Saint Vincent de Paul. They are always, of course, ready and available for any call that may be made upon them outside of their ordinary duties, as in the case of sickness.

3734. You say both of these chaplains have parochial duties outside?—Yes.

3735. How do they fit in their services at the penitentiaries with their services in their churches?—The service for the convicts in the Protestant chapel is at 2 o'clock. Both services at Kingston and at Saint Vincent de Paul are at the same hour, because at those places we have separate chapels. But at Dorchester we have only the one chapel, so that the services must be held at different hours. There the Catholic priest holds a service at half-past eight a.m. and at half-past one or a quarter to two; and after it is over the Protestant chaplain comes and holds his service at three o'clock. At the British Columbia penitentiary the two chaplains have small salaries. In these places we have to take advantage of what the respective ecclesiastical authorities can do to accommodate us with chaplains. The Catholic chaplain is a missionary clergyman, who has duties in town, and he discharges his duties at the penitentiary in about the same way as the chaplains I have described at Dorchester and Manitoba.

3736. The chaplains have always been considered necessary to the penitentiaries?—Certainly. I consider them most important.

3737. And at St. Vincent de Paul and at Kingston they practically give their whole time?—Well, the Catholic chaplain at Kingston does not, because his ecclesiastical superior cannot spare a clergyman to give his whole time to the duties of the penitentiary.

3738. And yet he is paid as much as the other?—The same salary. Provision is about being made, however, so that that want shall be supplied. A small church is about being built at Portsmouth, the village adjoining the penitentiary, for the benefit of the officers' families, and when that is completed there will be a resident clergyman who will also be the chaplain of the penitentiary, and will be able to devote a large portion of his time to the discharge of his duties as such.

3739. You state that the wardens appoint the guards, but you recommend that the guards in future should be appointed in some other manner, such as being recruited from the Dominion Police or the Mounted Police?—We want some improvement, and the idea struck me the other evening in considering that question.

3740. Would not that take the responsibility from the wardens?—I think not. These men might go to the wardens with proper recommendations from their superior officers in whatever force they may have been serving, and the wardens might have power, after three months or six months probation, to send a man about his business if he did not find him suitable or efficient. This is, of course, a crude idea, and it would require mature consideration.

3741. Are the appointments made by the wardens generally satisfactory?—As a rule they are.

3742. Are they as good as they can make with the money they have at their disposal?—I think so.

3743. Of course, being answerable for the administration of their penitentiaries, they try to do their best?—They do.

3744. There is no political influence brought to bear upon the wardens—they are left free?—Of course, I only know it from hearsay, that politicians endeavour to get some of their candidates appointed to the penitentiary service; but as a rule, under the instructions of the department, and with his own sense of responsibility, the warden will not accept any such candidate unless he be morally convinced of his suitability for the position to which he is to be appointed.

3745. But a member of Parliament cannot recommend with any more authority than any other individual?—No.

3746. That is, there is no pressure exercised upon the wardens by the Minister to appoint anyone that a politician recommends?—No. On the contrary, the instructions to all the wardens are that they shall use their own judgment in their appointments.

3747. The Minister gives them a free hand to appoint their own officers?—Yes.

3748. It never happens that the Minister himself recommends anyone to be appointed by the warden?—No.

3749. In your knowledge are any of the wardens guilty of nepotism in their appointments?—That is not officially known to me.

3750. If you suspected it you could soon make it officially known to you, as you have authority under the statute to conduct examinations and examine witnesses under oath?—I have.

3751. And if you thought there was any reason to suspect that it existed to any serious extent, you would certainly enquire into it?—I never heard of it, not even by rumour.

3752. Then you have no reason whatever to have any suspicion of it?—I have no suspicion on the matter.

3753. Is there any health test in appointment of guards?—Of course, the warden will judge pretty well whether a man is fit for his position, but he is not subjected, as in the army, to a regular medical examination.

3754. Would it not be advisable to have a health test of some kind?—I think it would.

3755. Considering that you have a system of gratuities, would it not be economical in the end?—I think it would. It would be very desirable. One of the conditions laid down for the wardens in employing guards is that they shall be men of good physique, and apparently strong and healthy.

3756. Are they drilled?—There is an imperfect drill carried on. In the penitentiaries we have some old soldiers and officers of the volunteers, who put them through drill in the summer time, and they have also rifle practice.

3757. Is there a standard of height?—No.

3758. Of measurement around the chest?—No.

3759. Of colour blindness?—No; none of these.

3760. All of them, you think, would be desirable?—I really think some such test would be desirable.

3761. Have you more guards employed at any penitentiary than are necessary?—No; I think not.

3762. It appears that the staff of some of the penitentiaries has increased in the last three or four years. Has the number of convicts also increased?—The Kingston Penitentiary, in my judgment, was carried on at one time with an insufficient staff, and there was not that proper supervision over all the parts of the penitentiary where the convicts were employed that would prevent abuses creeping in.

3763. Your department has taken over some of the officers of the Public Works Department formerly employed at the penitentiaries?—Yes.

3764. Have the Public Works Department handed over to your department all these officials?—All except one or two clerks of works at Saint Vincent de Paul, who are there to receive the material used by the Public Works Department in works of construction.

3765. Has there been an increase in the number of convicts under your charge?—They fluctuate very little. I suppose there has been hardly an increase of sixty in any one year over another during the last seven or eight years.

3766. How often do your guards get uniforms?—They get their dress suits every four years, and they get a winter and a summer suit every year.

3767. These schedules in the amendment to the Penitentiary Act made in 1887, provide for the salaries of the different officers, and also for increases in certain cases. It is provided that no officer shall have any right to an increase as a matter of course, but shall be given it only if the minister is satisfied that he is capable in the performance of his duty and entitled to it?—Yes.

3768. Do you make enquiries as to whether the officers are entitled to these increases?—Yes, from the warden. It is his duty to make a report to the minister as to what officers are entitled to the statutory increases.

3769. Under that Act the increases are all reckoned from the 1st of July, and it has been stated that there has been some discontent with the working of this provision, it being possible for an officer to serve 23 months before getting his increase?—We have had several cases of that kind.

3770. It must be a fact that the officer knows what is before him when he accepts the position, or at all events there is no difficulty in his finding out?—I presume not.

3771. Do you think it would be to the betterment of the service if at the time the increase is given an adjustment of arrears were made?—I consider the salary so small for men who have important duties to perform that as much liberality as the Government could reasonably extend to them, would be desirable. They have very arduous duties.

3772. The salaries fixed by the amended Act were in some cases less than the officers holding the offices at the time were in receipt of?—The matter of salaries comes so little within my supervision that I do not give it very much attention at all. At one time I held myself responsible for the salaries and accounts, and felt bound to know all about them; but I do not want to meddle with matters that do not concern me.

3773. The Warden reports to you the statutory increases he recommends?—Yes, he reports to the penitentiary branch.

3774. Have you any reason to believe that these recommendations of the wardens for statutory increases are made perfunctorily, or after due examination into the several cases?—I think they are made justly and fairly.

3775. Have they been refused in any case?—I do not know an instance where they have. My own knowledge generally of the character of the staff—because it is a matter I pay particular attention to in my visits—accords with the recommendations made by the wardens.

3776. The gratuities to the retiring officers are not made as a matter of course, but there are a number of prerequisites?—Of course a gratuity bears its own significance, it is more an act of grace and less an act of right.

3777. But it is given to those who are compelled by some mental or physical infirmities, to retire?—Yes.

3778. And is given in consequence of that?—Yes. It is incorporated in the rules and regulations that after the age of sixty keepers and guards shall retire.

3779. In calculating the allowance, half a month's pay is allowed for each of the first five years and a month's pay for each succeeding year?—Yes.

3780. The old rule was the reverse, to allow a whole month's pay up to ten years, and a half a month's pay for each year after that?—Yes.

3781. Which is the better rule?—I think with the restriction that has been established as to the limit of age, that the present rule works better than the former. It is more just to the men, who have given the best portion of their lives to a very uninteresting and dangerous service.

3782. The object of that rule was that the men should not have any inducement to remain after having become unfit for the service?—I do not know that that entered into the calculation at all. The granting of gratuities was formerly a very arbitrary matter with the department. I suppose that up to 1876 there was no regular rule governing the granting of gratuities, and it was Mr. Blake, when Minister of Justice, who introduced this plan of the half month and the month.

3783. You think the present rule works satisfactorily? I do.

3784. Men may go out at any time before the age of sixty?—Yes, if the state of their health unfits them for the position.

3785. Have you any reason to believe that any man goes out with the gratuity before the age of sixty as the result of his own bad habits?—I cannot recollect any. In my early experience, some men retired at Kingston on gratuity, as it was regulated in those days, who had broken down their constitutions by over indulgence.

3786. But not of late years?—Not of late years.

3787. It is also provided that in the case of injuries received in the performance of duties, and without negligence on the part of the officers the amount of the gratuity may be increased one half. Has that ever been done?—I think we have had two or three instances of that.

3788. That is also true in regard to the gratuity paid to a widow whose husband has been killed in the performance of his duty?—We had a case of that in Kingston, where Mr. Cunningham was killed.

3789. Formerly there were a good many perquisites allowed to officers in the penitentiaries?—Yes, to some officers.

3790. But you have got pretty well rid of them now?—Pretty well.

3791. The present perquisites are those fixed in the statute of 1887?—I do not think there are any others, except in a couple of cases at Kingston the officers get their lodging free.

3792. That is provided for in the statute. The employment of convict labour for officers is limited entirely to the warden and the deputy warden?—Yes.

3793. And the officers may have the uniform prescribed by the Governor in Council?—Yes.

3794. These are the present perquisites?—Yes.

3795. The Act provides that the Governor in Council may make regulations for the sale to the officers of articles manufactured in the penitentiary shops or produced on the penitentiary property. Have such regulations been made?—There is a departmental order to that effect, that any officer requiring anything to be done in the shops may have it done on a requisition and a proper price to be charged by the instructor in charge of that shop, the amount to be deducted from the officer's salary.

3796. Have you surrounded this regulation with proper checks?—Oh, yes.

3797. And there is no abuse of it?—No, I am satisfied there is not.

3798. And you supply the articles to the officers at cost price?—Yes. The material is charged at cost price, and the regular price of the convict labour is added.

3799. What things are manufactured generally on the premises which are offered for sale?—Principally clothing. We have our own tailor shop and our own shoe shop for the manufacture of clothing for the prison. The Minister of Justice has extended to the officers of the prison the privilege of getting at penitentiary prices whatever is made.

3800. This is only done on carefully guarded requisitions?—Yes. If even ten cents worth is wanted, it must be got under requisition. That requisition is presented to the trade instructor, who furnishes it to the storekeeper, the storekeeper examines into the matter, and on his recommendation the warden signs the requisition.

3801. Does the regulation include the farm produce?—No, none of that is sold. In some seasons, when we have more vegetables than can be used in the prison without spoiling—early vegetables, like lettuce or radishes—the warden gives a little to each officer.

3802. It would appear, from furniture being made in the carpenter shop, that the houses of the officials are not furnished?—It is only an odd article they get, which is paid for.

3803. You do not furnish their houses?—Oh, no.

3804. Is any fuel or light given to any of your officers?—Only to those inside the walls of the penitentiaries, who enjoy the benefit of the heat of the building. They are not supplied with any fuel, however.

3805. Do you think these allowances are sufficient on the scale laid down, or are they insufficient in any case?—I must confess that I was opposed to the lopping off of the perquisites that were allowed to the officers at the time it was done, from the fact that in whatever prisons I visited, either in the United States or in the old country, I found that these perquisites were always granted, and particularly as I did not know there was any abuse.

3806. But the system of doing away with the perquisites has been well settled, and the only question now is whether in fixing the scale of salaries sufficient compensation was allowed to those who were deprived of them?—I never thought it was at all adequate to what was taken away,

3807. Mr. Creighton was for a long time the warden of Kingston Penitentiary?—He was.

3808. And he had, as wardens go, a very successful administration on the whole?—Well, I would have to answer that with some qualification. Mr. Creighton was a man *sui generis*—a man of very peculiar character. He had a great deal of personal influence over the men he had to deal with, an influence, if I may so term it, of a magnetic character. In other words, with reference to the convicts, he stood in the position in that penitentiary of probably twelve or fifteen extra guards. His great ambition, and it was a very laudable one, was to manage that penitentiary on the most economical scale; even at a time when I found some officers who had been there for twenty years on a salary of \$325, and obliged to furnish their own uniforms out of that pittance, he was averse to making the slightest recommendation for the least increase in those salaries.

3809. He had close views in regard to the compensation to be paid to his officers?—He had very close views.

3810. But he always justified himself by saying that the men he had could not earn more outside in the employments they were used to?—I do not remember. He never mentioned that to me.

3811. Considering the climate of Manitoba, are the perquisites granted there sufficient? Are not some officers compelled practically to live in the kitchens because they have not heat enough, and cannot afford to buy fuel?—I do not know that they are obliged to live in the kitchens. All the officers there are furnished with houses by the Government. Some of them have complained to me about those houses being very cold in the winter season, and about having to consume a great deal more fuel than the commutation allowed for fuel, when it was taken away from them, would cover.

3812. But after all, there are not many even skilled mechanics at Winnipeg who are earning more than \$600 or \$700 a year?—I admit that, for the grade of men who are filling the positions of guards in the various penitentiaries, their present salaries are adequate; but my contention is that that grade of men is not the grade of men we should have over convicts.

3813. But are not matters in this respect fairly satisfactory at present? Can you indicate anything showing that the public suffer from the employment of the present grade of men at present salaries?—I take it that if we cannot send out from our penitentiaries a larger percentage of men improved in their morals and habits and lives, there must be something very defective in our system, especially in view of the fact that the Belgian reports show that the percentage of recidivists has fallen from about 65 to less than one per cent by the system of reform introduced there.

3814. Could you not reach the same end of improvement in the character of the guards, by providing that the wardens should be limited in the character of the men they select, in some such way as the Dominion police are selected?—That might be possible.

3815. Have the wardens any difficulty in obtaining guards and keepers at the present rates of pay?—I do not think so. The last time I was at Kingston the warden told me he had a list of seventy or eighty applicants.

3816. Are they required to pass any preliminary examination?—No, except that they must read and write.

3817. You have store-keepers at all your penitentiaries?—Yes.

3818. There is a complete record kept of every article coming in or going out?—
Yes.

3819. So that there can be no waste—everything is duly accounted for?—Yes.

3820. How are the contracts awarded?—As a rule, to the lowest tenderer, by the Minister.

3821. The Auditor General's report shows that the total revenue derived from the manufacture of woodenware at the Dorchester penitentiary last year was \$4,136, and that in the month of June, 1890, \$3,095 of that was deposited, and there was a correspondence between the warden and the deputy minister of your department with regard to the non-collection of the accounts during the fiscal year. Is there a better system adopted now?—I have nothing to do with the accounts at all.

3822. Your general accountant is at present in Manitoba?—Yes; he is the warden *pro tem*.

3823. How do you manage without your accountant?—My secretary, Mr. Lane, is doing the work.

3824. With no assistance?—No assistance.

3825. How long has the accountant been in Manitoba?—I think it was in April last year that he went there.

3826. Then he has been absent nine months?—Yes.

3827. Might there not be a reduction of staff at headquarters?—This additional work has handicapped Mr. Lane a great deal.

3828. You need an accountant at headquarters?—Oh, yes.

3829. You really know nothing about the collection of the accounts?—No.

3830. Are they still manufacturing woodenware at Dorchester?—Yes; to a limited extent. Mr. Eddy takes all that they manufacture.

3831. Does the administration of the penitentiaries suffer at all from leave of absence given your employees there?—Not to my knowledge.

3832. The wardens themselves grant it to their own officers?—Yes; to their own appointees, but they never do so where the service or the interests of the institution are likely to suffer from the absence of any officer.

3833. As a matter of practice, the Minister would not grant leave of absence to any others of the officers except on the recommendation of the warden?—Oh, no.

3834. So that the warden really controls the staff, and can have it as he wants it?—Yes.

3835. The unequal sentences you have mentioned result from the fact that the judges have discretion as to the term of imprisonment they impose, varying from an hour to a sentence for life, and that different judges take different views of the subject, so that it may happen that a man may be sentenced in New Brunswick to six or seven years, and another man in Ontario for a similar offence to three or four years?—I have noticed that the sentences are very Draconian down there.

3836. Are you aware that old offenders very generally prefer to go before a speedy trial court for trial, and to avoid the higher courts, where the publicity of their trial would be very likely to make them known as old offenders?—I believe that is the case.

3837. Do you think it possible under our present constitution to establish a special tribunal to regulate and equalize the sentences imposed on criminals?—Of course it would be a little presumptuous on my part as a layman to make a suggestion of that kind. I merely mention what occurs.

3838. Are you taking steps at the present time with the view of equalizing the expenditure of the Manitoba penitentiary as far as possible with that of the others?—I believe that has been done.

3839. You are aware that there has been a considerable difference between the *per capita* charge of the convicts there and the *per capita* charge in other penitentiaries?—There has been.

3840. But steps are now being taken to reduce the expenses there to the lowest possible limit?—I do not know what private instruction the present acting-warden may have received in that direction. He has received none from me.

KINGSTON PENITENTIARY.

(Salaries, &c.)

<i>Name and Rank.</i>	<i>Salary.</i>
H. Lavell, Warden	\$3,000
William Sullivan, Deputy Warden	1,500
Rev. C. E. Cartwright, Chaplain, Protestant	1,200
Rev. J. S. Quinn, Chaplain, Roman Catholic	1,200
Orlando S. Strange, Surgeon	1,800
S. W. Scobell, Accountant	1,200
Robert R. Creighton, Warden's Clerk	800
Robert Hewton, Chief Keeper	900
Patrick O'Donnell, Storekeeper	1,000
James Adams, Clerk of Works	1,300
James Devlin, Engineer	1,300
James Weir, Steward	900
Rose Ann Fahey, Matron	600
Mary Smith, Deputy Matron	260
William A. Gunn, Hospital Overseer	530
Thomas Conley, Tailor Instructor	690
Richard Young, Mason do	600
Michael Leahy, Stonecutter Instructor	700
Francis Tracey, Blacksmith do	700
Thomas Davidson, Carpenter do	700
Robert Pogue, Shoemaker do	700
John Kerr, Quarry do	630
Neil P. Woods, Farmer and Gardener	700
Patrick O'Connor, Miller	700
William Coward, Baker	700
James Evens, Keeper	600
Bernard McGeen, Guard	500
Edward Mooney, Keeper	600
Michael Brennan, do	590
John Mills, do	530
M. J. Kennedy, Messenger	600
Jeremiah O'Driscoll, Guard	500
James Doyle do	500
John Seally do	500
Thomas Moore do	500
Robert McCauley, Keeper	500
George McCauley, Guard	500
Lawrence Walsh do	500
William Hurst do	500
Charles McConville, Keeper	500
Alexander Atkins do	500
John Donnelly, Guard	500
Robert Appelton, Guard	500
John Kennedy do	500
Charles Bostridge do	500
Thomas Thompson do	500
John Darragh do	500
James A. Rutherford, Guard	500
William McCormack do	500
Robert Weir do	500
Peter Beaupré do	500
John Banister do	500

KINGSTON PENITENTIARY—*Concluded.**(Salaries, &c.)*

<i>Name and Rank.</i>	<i>Salary.</i>
James Doyle Guard	500
Arthur McConville do	500
Richard Atkins do	500
William Mooney do	500
Michael Keon do	500
Franklin Ault do	500
Thomas Pugh do	500
Robert McCormack do	500
Thomas Tobin do	500
William Coffee, Stoker	500
Peter Moncrief, Guard	460
William Newman do	460
Patrick Madden do	430
Thomas Fowler do	430
Andrew Thompson do	430
William Holland do	430
Joseph Payne do	430
E. R. Davis do	430
William Ryan do	430
William C. Bell, Teamster	400
John Regan, Guard	400
J. L. Joyce do	400
Henry Woodhouse, Teamster	400
J. R. Birmingham, Guard	400
Chas. W. Wood do	400
G. B. Amey do	400
Thomas Smith do	500
Archd. McMillan, Supernumerary	500
Chas. McAvoy do	500
Chas. Baylie, Electrician	800
Chas. Munroe, Steamfitter	700
J. B. Mathewson, Asst. Tailor Instructor	630
Thos. Thompson, Schoolmaster	590

BRITISH COLUMBIA PENITENTIARY.

(Salaries, &c.)

<i>Name and Rank.</i>	<i>Salary.</i>
Arthur A. McBride, Warden	\$2,150
Rev. R. Jamieson, Protestant Chaplain	600
Rev. F. Guertin, O.M.I., Roman Catholic Chaplain	600
James Fitzsimons, Deputy Warden	1,400
W. A. DeWolf Smith, Surgeon	600
W. H. Keary, Accountant, Storekeeper and Schoolmaster	1,100
Thos. A. McInnes, Steward	800
George Mackenzie, Trade Instructor	750
A. Coutts, Trade Instructor	750
Chas. N. Derrah, Trade Instructor	660
James Miller, Trade Instructor	660
Keneth McRae, Trade Instructor	660
Thos. W. Quilty, Keeper	600

BRITISH COLUMBIA PENITENTIARY—*Concluded.**(Salaries, &c.)*

<i>Name and Rank.</i>	<i>Salary.</i>
Hamilton McKee, Guard.....	600
Finlay Stewart, Guard.....	600
W. J. Carroll, Guard (Hospital Overseer).....	630
James Doyle, Guard.....	600
R. Smyth, Teamster.....	600
R. J. Robertson, Guard.....	590
D. C. McGillivray, Guard.....	590
Adam Jackson, Guard.....	590
Benjamin Burr, Guard.....	560
John McNiven, Messenger.....	560
Patrick Finnegan, Guard.....	530
Thomas Sampson, Guard.....	530
D. McMaster, Guard.....	530
W. A. Patchell, Guard.....	500
E. J. Muldoon, Guard.....	500

ST. VINCENT DE PAUL PENITENTIARY.

(Salaries, &c.)

<i>Name and Rank.</i>	<i>Salary.</i>
Télesphore Ouimet, Warden.....	\$2,800
Rev. L. O. Harel, Roman Catholic Chaplain.....	1,200
Rev. James Fulton, Protestant Chaplain.....	1,200
Thomas McCarthy, Deputy Warden.....	1,500
M. H. E. Gaudet, Surgeon.....	1,400
George S. Malepart, Accountant.....	1,100
Gordon B. Papineau, Warden's Clerk.....	800
Charles N. Contant, Chief Keeper.....	820
George B. Lamarche, Storekeeper.....	900
Napoléon Charbonneau, Steward.....	790
Eugène Champagne, Engineer.....	780
David O'Shea, Hospital Overseer.....	530
Joseph T. Dorais, Schoolmaster.....	700
Edward Kenny, Farmer.....	700
Jean Vaudry, Instructor.....	700
Procope Dumas, Instructor.....	700
Noël Beuparlant, Instructor.....	700
Trefflé Nantel, Instructor.....	700
B. A. Brissette, Instructor.....	660
Onésime Sigouin, Instructor.....	660
John Lynch, Messenger.....	500
James Blain, Keeper.....	600
Joseph Demers, Keeper.....	600
R. Rochon, Keeper.....	500
Gilbert Chartrand, Keeper.....	600
Ubaldo Chartrand, Keeper.....	600
James Carty, Keeper.....	600
Jean-Baptiste Lemay, Keeper.....	600
Edouard Prevost, Keeper.....	590
Charles Taillon, Guard.....	500
J. B. Charbonneau, Guard.....	400

ST. VINCENT DE PAUL PENITENTIARY—*Concluded.**(Salaries, &c.)*

<i>Name and Rank.</i>	<i>Salary.</i>
Napoléon Plouffe, Guard.....	500
Olivier Lamère, Guard.....	500
François Plouffe, Guard.....	500
Henri Boyer, Guard.....	500
Antoine Plouffe, Guard.....	500
George Nixon, Guard.....	500
Félix Lesage, Guard.....	500
Jean-Baptiste Malepart, Guard.....	500
Vincent Bisson, Guard.....	500
Alberic V. Paré, Guard.....	500
Elzéar Bertrand, Guard.....	500
Samuel Filion, Guard.....	500
Napoléon Bastien, Guard.....	500
Godefroi Monette, Guard.....	500
Pierre Breland, Guard.....	500
Thomas J. Bennett, Guard.....	500
Wm. Wright Gibson, Guard.....	500
Lewis Henry, Guard.....	500
Martin Plouffe, Guard.....	500
Isidore Charlebois, Guard.....	500
Théodore Chabot, Guard.....	500
John D. Fitzgibbon, Guard.....	500
George Charbonneau, Guard.....	490
Daniel J. McLennan, Guard.....	490
Hilaire Roger, Guard.....	490
Félix Clermont, Guard.....	430
George Sheritt, Guard.....	430
Alfred Nadon, Guard.....	430
Joseph Desloges, Guard.....	430
Omer Léonard, Guard.....	430
Isaie Cloutier, Teamster.....	400
Jérémie Leblanc, Teamster.....	400
E. Trudeau, Assistant Engineer.....	500
Oct. Labelle, Clerk of Works.....	1,000
D. Osborne, Instructor.....	700
G. Labelle, Instructor.....	700

DORCHESTER PENITENTIARY.

(Salaries, &c.)

<i>Name and Rank.</i>	<i>Salary.</i>
John B. Foster, Warden.....	\$2,400
Rev. J. Roy Campbell, Protestant Chaplain... ..	600
Rev. A. D. Cormier, Roman Catholic Chaplain.....	600
Charles Ross, Deputy Warden.....	1,300
John A. Gray, Accountant and Schoolmaster.....	1,200
Robert Michell, Surgeon.....	1,200
John Fraser, Storekeeper and Steward.....	860
James A. Piercy, Engineer.....	900
Ferdinand A. Landry, Hospital Overseer.....	700

DORCHESTER PENITENTIARY--*Concluded.**(Salaries, &c.)*

<i>Name and Rank.</i>	<i>Salary.</i>
Charles Miller, Carpenter Instructor.....	700
John Downey, Blacksmith do	700
Nathan Tattrie, Shoemaker do	700
W. R. Burns, Tailor do	600
A. B. Pipes, Farmer.....	660
William Hogan, Instructor	660
Henry Godsoe, Keeper.....	660
John Johnson do	600
James McDougall, Messenger.....	550
John McDougall, Guard	400
Wm. Alexander do	500
John Corcoran do	500
Vital Léger do	500
Patrick Connell do	500
James A. Lane do	500
Jude Cormier do	500
Robert Colburn do	500
James Luther do	500
Joseph Leblanc do	500
Willard Hutchinson do	500
Adolphus Allain do	500
Henry C. Poole do	500
Lorenzo H. Chambers do	500
Percy Foster do	430
Richard Palmer do	400
W. G. Maclauchlan do	400
Angus McDonald do	400
T. F. Gillespie, Teamster	300

MANITOBA PENITENTIARY.

(Salaries, &c.)

<i>Name and Rank.</i>	<i>Salary.</i>
Geo. L. Foster, Warden (<i>pro tem.</i>).....	\$2,000
A. D. O. McDonell, Deputy Warden and Chief Keeper....	1,200
Rev. Gabriel Cloutier, Roman Catholic Chaplain	600
Rev. A. W. Goulding, Protestant Chaplain	800
W. R. D. Sutherland, Surgeon.....	1,200
P. McGowan, Accountant and Storekeeper	1,100
Wm. Durden, Warden's Clerk.....	660
John Mustard, Steward	800
D. D. Bourke, Hospital Overseer and Schoolmaster	870
Wm. Shead, Trade Instructor (Tailor)	750
John Smith, Engineer and Blacksmith.....	780
John Puigh, Trade Instructor (Carpenter).....	700
E. Freeman, Messenger	650
J. O. Beaupré, Guard.....	650
Wm. Eddles do	650
George Addison do	650
P. McFarlane do	590
B. G. Sutherland do	560

MANITOBA PENITENTIARY—*Concluded.*

(*Salaries, &c.*)

<i>Name and Rank.</i>	<i>Salary.</i>
Alex. McDonald Guard	560
Hugh McNaughton do	530
Chas. Gingras do	500
Wm. Graham do	500
A. Manseau do	500
E. Bourke do	500

Besides the above men there are also three attendants on the insane at \$500 per year, one at \$360 and two at \$300.

Mr. TOUSSAINT TRUDEAU, Deputy Minister of Railways and Canals, was examined :—

3841. You are the Deputy Minister of the Department of Railways and Canals?—
Yes.

3842. And acting secretary to the department?—Yes.

3843. And secretary of the Railway Committee?—Yes.

3844. And chief engineers of canals?—Yes.

3845. How long have you been deputy head of the department?—Since 15th March, 1864.

3846. Prior to that you were secretary of the department?—Yes.

I wish to observe with regard to the fact of my holding these four positions, that it has resulted from various well known unfortunate circumstances. On the sudden death of the late chief engineer, for which the department had not in any way been prepared, I was asked by the then acting minister if I would undertake the dual offices of deputy and chief engineer, and in the full expectation of an early reorganization of the department, of which it stood in need, I consented. This same remark applies to my continuance in the position of Secretary of the Railway Committee of the Privy Council, the very considerable work of which has been well performed by Mr. Tilley, who is practically in charge of this branch. As to the duties of the secretary, which have, so far as possible, been discharged by me during the past three or four months, greatly at the sacrifice of time which should have been differently employed, and to the detriment of my other work, I can only say that I had not anticipated any greater delay than a few days in the appointment of this officer, otherwise I should not have ventured to undertake the additional labour the post involves. The department has been in commission since the death of Mr. Pope, and its internal arrangements have suffered unavoidably in consequence. I should state that I have been ably supported under these difficult circumstances by other officers of the department, who have thus made it possible to meet the strain.

3847. Give the number and cost of permanent staff at Ottawa of the department of which you are deputy, in 1882 and 1891, respectively, Also, number and cost of extra clerks or other officials in all its branches, whether paid out of Civil Government funds or otherwise, in 1882, and also in 1891?—The number and cost of the permanent staff and temporary staff are as follows :—

	Number Permanent.	Cost.	Number Extra.	Cost.
1882.....	28	\$39,750.	31	\$31,320
1891.....	28	47,950.	45	43,113
		381		

3848. How should the Board of Civil Service Examiners be constituted, and what should be their powers?—The theoretical construction and powers of the present Board appear to be sufficient.

3849. Should all appointment be the result of competitive examination? What, if any, appointments should be made without examination? Should there be an age limit in the case of all appointments; and state what, in your opinion, the maximum and minimum ages should be?—No; a careful and searching examination for entrance (character and health being duly regarded) is, I consider sufficient, provided a reasonably high standard is adopted. Men of professional position (but only when entering employment in the direction of their profession), and graduates of certain recognised educational institutions, might be exempted, draughtsmen, typewriters and shorthand writers, however, even if graduates of such institutions, should give before the examiners practical evidence of their having reached a certain standard. If correct age could, in all cases be ascertained, a minimum age of 18 and a maximum of 35 might be regarded as fair limits.

3850. Should deputies be appointed during pleasure or during good behaviour? Should their responsibilities and powers be extended, and if so, in what direction?—It would probably be inadvisable to alter the existing provisions with regard to the appointment of deputies "during pleasure." As to the question of "powers" I would submit the following observations.

The peculiar requirements of the several departments are so widely divergent both in the character, status and abilities of the men employed, and in the hours and nature of the work to be done, that it is, in my opinion, desirable that as great a degree of self-government as possible should be left in the hands of each. Any attempt to lay down universal rules governing the service as a whole should be confined to the broader principles only. The details should rest with the permanent heads, who should be strictly responsible to the Minister for the efficiency, good conduct and harmonious working of their department. This remark covers all questions regarding ordinary leave of absence, lunch, hours of work, requisitions for office purposes and (subject to approval by the Minister) the selection and promotion of the staff.

In the Department of Railways and Canals, which not only is largely technical, but also, is subject to fluctuation in the number and qualifications of its staff, as its various works are undertaken or completed, a considerable amount of elasticity is absolutely essential to satisfactory operation.

I consider that the powers of the deputies should be extended in the direction indicated, a right of appeal from injustice, however, to lie with any party aggrieved, such appeal to be made in writing to the Minister.

3851. Should there be any third class clerks at all?—If so, what should be the limitation as to salary? Is the present maximum (\$1,000) too high? Should there be an intermediate class, ranking lower than second and higher than third?—I consider the present number of grades sufficient, but the general adoption of shorthand writing and typewriting has given rise to a class of work considerably above the copyist class, and one calling for education and intelligence. A special subdivision of the third grade might be introduced giving to duly qualified shorthand and typewriting clerks a minimum salary of \$600 a year in place of \$400. I do not see my way, in fairness to the staff as at present existing, to any other modification of the salary of the third grade clerks.

3852. In adding for optional subjects should there not be some understanding that the optional subjects were necessary in the duties of the office to which the appointment is made?—I am not sure that any pecuniary allowance should be made for "optional" subjects, so called. The candidate for examination would, of course, profit by the marks he might obtain for such subjects, and this should perhaps be considered sufficient advantage, as tending to give him admittance to the service.

3853. Are the recommendation for increases of salary always made with due consideration, or are they in a very large measure perfunctory?—They are made with due consideration.

3854. Is it desirable to have an annual fixed date at which all increases of salary should take effect?—No.

3855. Should there be general preliminary examinations for all departments, or should there be special preliminary examinations for each department?—The examination for admittance to the service should be for each department, and for specific vacancies as they arise.

3856. How and by whom is the selection made from the list of qualified candidates in your department? Did you ever report against an official during the term of probation, and was another trial allowed, as provided in section 36, sub-section 2?—The Minister makes all appointments, selecting such clerks as have passed their examination, whom he deems suitable. I have not had occasion to make any such adverse report,

3857. What is the practice in your department in regard to appointments of persons having professional or technical qualifications, and have you ever had an examination held in any such case?—Professional or technical qualifications are tested by actual trial on the works, no other examination is used or required.

3858. Is it desirable to have promotion examinations, or if not, what would you recommend to be substituted?—Promotion examinations are no test of personal fitness. Competition would be the only fair ground for them, and if competitive they are very apt to result in the placing of men in positions for which they are not adapted. The only reliable test is that obtained by actual working in the department. The qualifications men may possess, together with any drawbacks which may affect them, become thus fully apparent both to their superior officers, and (which is almost as important) to their fellow clerks. Good judgment, which is probably the most important quality in an official, is not shown by examinations. For these reasons I do not consider promotion examinations desirable.

3859. Have promotions in your department been made only when vacancies were to be filled, or has it happened that an officer has, while continuing in effect to perform the same duties, been promoted to a higher class?—(a) Promotions are only made to fill vacancies. (b) The difference in the kind and quality of work is not always immediately apparent. I would observe that the Civil Service Act does not grade the quality of work but only the extent of salary.

3860. Is it desirable to make to the Civil Service Board a yearly estimate of the vacancies likely to occur during the year?—Changes in this department are too infrequent to make such an estimate of any value.

3861. If promotion examinations are deemed desirable, should the officers earning the higher number of marks be the successful candidates, or should the promotions be made on the report of the head of the department, based on the recommendations of the deputy head?—They should be made on the report of the deputy head concurred in by the Minister.

3862. Should not promotions be made by Order in Council?—The submission of promotions to discussion and decision by a body which is necessarily unaware of the departmental record of the clerk affected is undesirable in the interests of the service; but as a matter of form only, and for the purpose of definite recognition, I consider that promotions should continue, as at present, to be made by an Order in Council on the recommendation of the Minister.

3863. Did the head of the department ever reject any man who has been promoted?—Not that I am aware of.

3864. Has any officer in your department after being promoted turned out to be incapable, and was the attention of the head of the department called to the case, and was such promotion cancelled?—No such case has occurred to my knowledge.

3865. Have you at any time by your certificate in the promotion examination enabled a candidate to pass whom you deemed unfit?—No.

3866. Did you ever in respect of the efficiency marks give a less percentage than 30 per cent. in the case of any candidate in your department seeking promotion?—No.

3867. Should not exchanges of positions be made on the report of the deputy heads of the departments concerned?—Yes.

3868. Are exchanges ever made for the convenience of officers and not for the benefit of the departments concerned?—No exchanges of position have occurred as between clerks of this department and those of another.

3869. Should the temporary clerk or writer class be extended, or limited, or abolished?—It should be retained as at present regulated.

3870. Have you given any thought as to the desirability of having a junior division or boy copyist class?—I do not consider such special class necessary.

3871. Do you recommend the creation of such a class?—No.

3872. State generally your views as to the expediency of having a high grade permanent staff and lower grade writer and boy copyist classes?—The existing arrangements appear to cover all present needs.

3873. Under the present system, in what manner do you ascertain the necessity of employment of extra clerks?—Extra clerks are employed as occasion arises for their services, as for example during the session of Parliament in the completion of returns, and to meet pressure in the preparation of plans for works to be constructed.

3874. Do you invariably select from the list of passed candidates; if not, are enquiries made as to the fitness of persons who are on such lists?—I have not seen any such list as that referred to.

3875. Have you any women clerks employed in your department? Are they generally efficient and are there any branches in your department in which women clerks could be exclusively employed?—To the three questions involved in this item I answer, yes.

3876. Should there be a general provision for equal leave of absence for all classes or should not length of service, nature of appointment and responsibility of office be factors in considering the extent of leave to be given?—The present provision in this regard gives power to the head of the department to grant ordinary leave "not exceeding three weeks" yearly, and the Governor in Council may grant leave for any other sufficient reason "not exceeding twelve months." The limitations appear to be sufficient, but I consider the exclusion, *in toto*, of "temporary" and "extra" clerks of long standing from such leave unfair and undesirable.

3877. Should not leave of absence be compulsory?—No.

3878. Should there be a limit, and if so, what, in the case of leave on account of sickness?—The existing provisions which admit of leave not exceeding twelve months appear to be sufficient and satisfactory, except in the case of "temporary" and "extra" clerks of long standing, who should be treated with consideration in this respect.

3879. Has the business of your department suffered, and to what extent through the granting of leave of absence to officers on account of sickness or otherwise?—No; work is kept up by the fellow clerks of the absentee.

3880. In your department have any abuses prevailed as to the granting of leave of absence?—No; with the exception of a case recently dealt with by the Public Accounts Committee.

3881. Should there be a system of fines for small offences?—No; the existing power of suspension for a greater or less period is in my opinion sufficient.

3882. Is it advisable to reinstate an official who has resigned his appointment, without the recommendation of the deputy head?—It would entirely depend on the circumstances of the case.

3883. Should any test of competency to perform the required duties be shown, and is it necessary to appoint at the same salary?—See previous answer.

3884. Do you strictly observe the law regarding the attendance book? Do all your officers sign the book? How do you deal with those who are late in attendance?—The attendance book is signed by all clerks. A clerk who is late would have to show good cause.

3885. Can a clerk sign the book at any hour—say ten, or half-past ten?—The care of the attendance book is one of the duties of the Secretary, and it was the business of

the late Secretary to see that it was taken away at a given hour, I believe at 10 o'clock and laid on his table, and anyone who was late would have to go to him and explain why he was late.

3886. Have you any suggestions to offer as to the Civil Service Act in general or as to your own department in particular in connection therewith?—I desire to make the following general observations in this connection:—

The authorized establishment of this department remains as constituted by Order in Council passed in 1882, the number being 27, to which must be added four clerks transferred from the Department of Inland Revenue in 1889 for the collection of canal revenue, which was then assumed by this office. It has been impossible to carry on the work with this staff, and recourse has been had to "temporary" or "extra" clerks for much of it for which provision should be made in the fixed establishment. The service so obtained has covered work of engineering, of plan and estimate preparation, and of correspondence, and in some cases has extended over several years. That it is a misnomer to style these persons "temporary clerks," and in instances where the work is of a character permanently and continuously essential to the proper working of the department, it is an injustice to take from them such service without giving them the position and salary which in other cases attaches to it. I would suggest that, whatever rules may be laid down for the future, such of the persons now so engaged, whose work may fairly be regarded as permanently essential in character, be admitted to the regular service at such grade as their deputy head, with the concurrence of the Minister, may deem just, irrespective of any consideration of age and without any examination; their appointment to date from the time of their actual commencement of service in the department. Further, in consideration of the fact that they have for so long been employed in such work without the corresponding position and salary, they should not be called upon to pay up any arrears of contribution to the superannuation fund.

To the foregoing, and to my answers to definite questions, I would add that, for the good of the service and of the public, there should be an endeavour by means of careful selection in the first instance, a higher educational standard for entrance examination, and consideration for those admitted, to raise the tone of the service and increase its self-respect, and to make it an object of ambition, not too easy of attainment, to be had in view by the youth of the country and by the various institutions engaged in their training. Every effort should be made to encourage attention to duty, self improvement, interest in departmental work, and the acquisition of the necessary knowledge of it, by grading clerks according to the degree and character of their responsibility and work, and by awarding to experience, competence and merit, as manifested by actual test during a sufficiently prolonged period of service, such steps of promotion as may become available. No other considerations should be allowed to weigh.

3887. Have any difficulties arisen in the conduct of the business of your department arising out of the provisions of the Civil Service Act?—No special difficulties beyond those I have already indicated. A clearer definition of certain sections of the Act is desirable.

3888. How many changes in the character and extent of the service required in your department occurred since the passage of the Civil Service Act, and have as a consequence the duties in your department or of any branch or any officer of your department been varied?—The completion of the Canadian Pacific Railway, the undertaking and completion of other railway and canal works, and the undertaking of new works, all constitute elements of change to which this department has been subject. The assumption of the work of collecting canal revenues, formerly in the hands of the department of Inland Revenue, which occurred in 1889, is also a feature. The work of the Railway Committee of the Privy Council has greatly developed, and falls on this department, while the system of granting aid to railway enterprise, first adopted in 1883, and which has grown to very considerable proportions, has entailed on the department a large amount of labour. These changes and additions naturally call for modifications in the duties of certain of the officers of the department.

3889. Have any persons found their way into the service of your department who either from defects existing at the time of their appointment or from advanced age or from bad habits are ineligible for retention in the service?—I have no complaint to make on this score.

3890. Are the number of persons employed in your department out of proportion to the increase of work?—No.

3891. Has the work of your department increased beyond the capacity of the permanent staff, and if so, has it led to the employment for lengthened periods of temporary clerks, and has the rate of remuneration of these temporary clerks been increased from time to time?—Yes, see previous answer.

3892. Have you any suggestions to make, more particularly in connection with any rules laid down under existing statutes, that have been found inconvenient or impracticable and that would lead to irregularities?—See previous answer.

3893. Have you any suggestions to make in connection with the imposition of checks upon the admission of ineligible candidates, or in regard to the giving of proper facilities for relieving the service of useless members?—See previous answer.

3894. Is it desirable for officials to sign the attendance book when leaving the department for any purpose?—No.

3895. In your opinion are the office hours, 9.30 a.m. to 4 p.m., sufficiently long, or could they be extended in your department with advantage?—The hours for the non-responsible class of clerks are sufficient. The higher and responsible members of the staff perform their work without consideration of hours.

3896. Have any abuses prevailed in your department as to the length of the working hours?—I am not aware of any.

3897. Is it desirable that the officials should leave the department for luncheon?—Within proper limits, and safeguarded against abuse, I see no reason why they should not.

3898. Do all your officers leave for luncheon at the same time; if that is the practice, is an arrangement made whereby the business of the department does not suffer through their absence? What length of time is given for luncheon?—Due regard to the business of the department is had in this connection. The clerks do not leave at the same time, in many cases they do not leave at all. See previous answer.

3899. Do you take care to ascertain that the length of service recorded in the Civil Service List is correct in the case of the officials attached to your department, and that in case of those officials who come under the provisions of the Superannuation Act such service is only entered as would be counted for superannuation?—So far as service in connection with this department is concerned such service is carefully checked, but the investigation of statements made regarding service in other directions would be a matter of considerable difficulty, and in some cases, the department could not make it. The point is one that should probably receive attention. The decision as to the extent of service to be admitted rests with the Treasury Board.

3900. In your department are the officials generally aware of the Treasury Board Minute of the 28th of January, 1879, respecting the use of political influence; is its spirit generally observed; and in case of infraction has the attention of the head of the Department been called thereto?—This is not a question to which I am in a position to reply.

3901. Is it desirable that a fixed daily allowance should be given for travelling expenses, or would it, in your opinion, be preferable to reimburse the actual outlay incurred?—A fixed daily sustenance allowance should be made.

3902. Do you make in your department the same allowance for travelling expenses to all classes of officers and for all services, or do you discriminate, and to what extent?—All superintending engineers, engineers in charge of works of construction, and assistant engineers, receive \$3.50 per diem as sustentation allowance, besides actual travelling expenses. Superintendents of canals, when away from their districts, receive \$3.50, besides actual travelling expenses, but for travel over their works the allowance is \$3 per trip, covering sustentation and horse hire, except in the cases of the superin-

tendents of the Welland and Lachine, who receive actual expenses only. The lower grade of the engineering staff receive actual expenses only.

3903. In your opinion, is a Superannuation Act in the interest of the public service? If you deem it necessary, do you consider it advisable to restrict the operations to certain classes of officials having distinctive duties or otherwise? What change, if any, would you propose as regards the officials of your department?—Superannuation is, in my opinion, an important and desirable feature of the Civil Service; it constitutes, and presumably was intended to constitute, an offset to some extent to the lowness of the existing scale of salaries for the higher grades of the service. I consider that changes, if any were made, should be rather in the direction of extending than of restricting the system, and though, not having studied the question sufficiently, I am not prepared to suggest any scheme, I should regard with favour an extension by which widows and orphans, or other dependents of a deceased contributor to the fund, might receive some advantage from his connection with it. The right to commute a pension, based on expectation of life, should also be conferred, the amount to be deducted from the salary being proportionally increased for this purpose. The power of superannuating should, however, be exercised solely for the good of the service, and on the ground of age, or of physical or mental disability only.

3904. Do you consider the ten-year term sufficient, or would you increase the number of the years to be served before an annuity be granted?—A ten-year term of service should be regarded as sufficient.

3905. Do you consider as a rule the age of 60 years to be a proper age for retirement?—The constitution and mental powers of individuals vary to so considerable an extent that age in itself is no just basis, either to the officer or to the service. It would, however, probably be fair to both to say that an official should be able to claim retirement at the age of 65, or after 35 years' service. The existing powers conferred by the Act appear to meet exceptional cases.

3906. Would you deem it desirable to have all officials retired at a certain age, and what would be your view as to their age?—(See answer to preceding question.)

3907. Would you grant the option of retirement to any official who wishes to retire from the service, and at what age should this option be fixed?—(See answer to preceding question.)

3908. Should any term, in your opinion, be added to the actual term of service of any official to be superannuated, however he may have been appointed? If a term be added, do you consider it advisable to regulate such addition by confining it to certain offices designated, and by requiring a certain length of service before such addition can be made?—Such addition should only be made in exceptional cases and for good cause. It would probably be well that if granted it should be so only under a special vote of Parliament.

1909. In your department has the additional term or portion of additional term been granted solely to officials appointed to high offices for technical qualifications, to officials whose office has been either abolished or who have been retired for reasons of economy; or has the additional term been granted in any case to officials who entered the service after the age of thirty years, and who never did anything but clerical work?—There have only been three cases of added term in this department, one a secretary, one a civil engineer of peculiar technical qualifications, and one the secretary of the official arbitrators whose office was abolished.

3910. Do you consider it proper that abatement for superannuation purposes be deducted from the salaries?—If so, do you consider the present percentage sufficient, or do you consider that it would be desirable, in the interest of the public service, to increase the percentage, in order to provide (a) that, if no superannuation takes place through death or any other cause, the official, or his representatives, should be reimbursed for the abatements deducted from the salary; or (b) that the officials who are superannuated might have the alternative of accepting a commutation in lieu of superannuation to the extent of the abatements paid by them?—Yes. (See answer to preceding question.)

3911. Would it be desirable to have a system of insurance in connection with superannuation?—I have not considered the subject.

3912. In cases of dismissal or resignation, in your opinion should the abatement deducted from salaries for superannuation purposes be refunded?—The abatements should be refunded in such cases; the deduction being purely a business transaction between the Government and the employee.

3913. In your department has it ever been recommended that a diminution of the allowance should be made on account of the services of an official having been considered unsatisfactory?—Not that I am aware of.

3914. Do you deem it advisable to allow any extra term of service to any officers removed to promote efficiency or economy, or for any reason at all?—In exceptional cases only. (See previous answer.)

3915. When once a superannuation is effected, do you consider it desirable to retain the power to call back to the service the person superannuated, and at what age would you place the limit?—Superannuation once effected, the employee so retired should thenceforward be left absolutely free to use the rest of his life as he may see fit.

3916. Are there any suggestions you would wish to offer with respect to the Superannuation Act or the working thereof?—None beyond those suggested by answer to No 56.

STAFF OF DEPARTMENT OF RAILWAYS AND CANALS.

In answer to the next question.

First Appointment in Service.	Names.	Class.	Salary. Permanent.	Salary. Temporary.
			§ cts.	§ cts.
December, 1859.....	T. Trudeau.....	Deputy and Chief Engineer Canals. Secretary.	6,000 00	
Correspondence—				
April, 1873.....	F. A. Dixon.....	1st Class.....	1,800 00	
May, 1884.....	J. E. W. Currier.....	2nd do.....	1,400 00	
September, 1880.....	T. C. Watson.....			912 50
February, 1883.....	F. H. D. Veith.....			912 50
Records—Railways—				
March, 1870.....	L. H. Filteau.....	1st Class.....	1,550 00	
July, 1865.....	L. D. Dion.....	3rd do.....	1,000 00	
December, 1880.....	G. E. Methot.....	3rd do.....	1,000 00	
Records—Canals—				
December, 1879.....	H. L. B. Ross.....	2nd Class.....	1,100 00	
June, 1881.....	W. B. A. Hill.....	2nd do.....	1,100 00	
December, 1889.....	A. C. Wright.....			540 00
Mail Room—				
June, 1870.....	L. N. Fortier.....	3rd Class.....	1,000 00	
Copying—				
December, 1879.....	Chas. Costin.....	1st Class.....	1,450 00	
March, 1883.....	Miss Graham.....			540 00
December, 1884.....	Miss Martineau.....			540 00
January, 1887.....	Miss Curry.....			540 00
March, 1887.....	J. A. Bonneville.....			540 00
July, 1889.....	Miss Baine.....			540 00
February, 1890.....	Mrs. Boulay.....			540 00
November, 1890.....	Mrs. Cummings.....			540 00
November, 1890.....	Miss Stacey.....			540 00
May, 1891.....	Mrs. Grafton.....			540 00
Contracts and Leases—				
June, 1860.....	H. A. Fissiault.....	Chief Clerk.....	2,350 00	
February, 1880.....	M. Desjardins.....			912 50
March, 1883.....	M. O'Neil.....			912 50
Accountant Branch—				
February, 1880.....	Leonard Shannon.....	Accountant and 1st Class.	1,550 00	
February, 1880.....	J. W. Pugsley.....	2nd Class.....	1,150 00	
February, 1879.....	A. W. Cameron.....	3rd do.....	1,000 00	
	Carried forward.....		23,450 00	9,050 00

STAFF OF DEPARTMENT OF RAILWAYS AND CANALS—Continued.

First Appointment in Service.	Names.	Class.	Salary. Permanent.	Salary. Temporary.
			\$ cts.	\$ cts.
	Brought forward		23,450 00	9,050 00
April, 1882	A. Crawley			912 50
November, 1890	P. D. Doran			730 00
Collection of Canal Rev.—				
September, 1864	Neil Stewart	1st Class	1,600 00	
June, 1869	B. H. Teakles	do	1,550 00	
February, 1873	C. E. Chubbuck	2nd Class	1,400 00	
June, 1873	R. Devlin	2nd do	1,400 00	
December, 1880	M. McKinnon			912 50
November, 1889	J. E. Fortier			540 00
November, 1890	E. Bourret			540 00
November, 1890	Mrs. Jolivet			540 00
May, 1891	W. W. Campbell			547 50
July, 1890	F. Beard		600 00	
Messengers—				
March, 1859	J. N. Deslauriers	Messenger	500 00	
June, 1879	Isidore Deslauriers	do	500 00	
September, 1889	Joseph Martineau	do		365 00
February, 1891	T. E. Deslauriers	Packer		365 00
May, 1891	R. S. Gaisford	Messenger		182 50
Engineering Branch, Canals—				
October, 1859	S. McLaughlin	2nd Class	1,800 00	
May, 1873	J. R. Mothersill			1,600 00
November, 1876	J. B. Spence			2,000 00
August, 1879	G. J. Desbarats			1,260 00
February, 1889	W. L. Leslie			1,260 00
January, 1879	A. Hamel			900 00
December, 1883	Mrs. Almon			732 00
do 1885	Miss Williams			720 00
January, 1885	H. E. Baine			720 00
November, 1878	J. R. Chamberlain			912 50
December, 1881	R. W. Brecken			912 00
Hydraulic Leases—				
May, 1871	R. C. Douglas			1,824 00
<i>Railways.</i>				
Chief Engineer and General Manager's Office—				
May, 1864	C. Schreiber	Gen. Man. and Ch. Eng'r	6,000 00	
November, 1870	L. K. Jones	1st Class	1,800 00	
October, 1890	S. R. Loftus	Clerk and Messenger		420 00
Record Office—				
April, 1866	Thomas Cross	Chief Clerk	2,350 00	
March, 1883	J. L. Dakin	Recording Clerk		912 50
August, 1888	C. W. Ross	do		912 50
June, 1887	P. F. Deslauriers	do		450 00
Inspecting Office—				
	Marcus Smith	Bridge Engineer		4,500 00
May, 1875	Thos. Ridout	Inspecting Engineer		2,800 00
November, 1879	Arthur Dale	Recording plans		912 50
General and Construction Office—				
July, 1881	Francis J. Lynch	Engineer in charge of office		2,700 00
November, 1871	E. V. Johnson	Draughtsman		1,620 00
do 1878	A. U. Almon	2nd Class	1,400 00	
Railway Committee—				
July, 1869	W. J. Tilley	1st Class	1,800 00	
November, 1878	M. W. Maynard	do	1,800 00	
August, 1884	Miss Short			540 00
February, 1890	Mrs. MacIvor			540 00
	Total		47,950 00	43,833 00

3917. Is your department divided into branches ; give particulars, including the name of the person in charge of each branch ; the number of officials in the same, grading them and describing generally how the duties are allotted in each branch ? What is the method employed in your department for the collection and deposit of public money ?—The public moneys collected by this department fall under the heads of railway revenue and canal revenue. The mode of collecting is as follows :

Railway Revenue

Railway receipts from various sources are collected by the station masters, conductors, freight and other agents, and are forwarded to the railway cashiers, who, each day, deposit to the credit of the Receiver General the moneys so received. Bank deposit receipts, covering these amounts are forwarded to this department by the Intercolonial railway daily, and by the Prince Edward Island railway, weekly. In the case of the Prince Edward Island railway, copies of the cash books of the station masters, signed by them, are also forwarded weekly to the department for the use of the Auditor General, and in the case of the Intercolonial railway similar copies are sent to him direct from Moncton.

Canal Revenue.

Moneys are collected by special officers appointed for each canal, who perform their duties under bond. These officers deposit their receipts in some bank and forward to the department the bank deposit receipts. This deposit is made daily in cases where the collections amount to \$100 a day. In other cases, deposit is made so soon as \$100 has been collected, but all moneys received must be deposited at the close of each month.

3918. Give us a general idea of the method employed in controlling the expenditure of your department ?—The expenditure of the department is divided into two sections, namely, (1st) of its Railway Branch, and (2nd) of its Canal Branch. These are again divided into "Construction" and "Maintenance."

EXPENDITURE.

Railways Branch.

Construction.—Works of construction are mainly executed under specific contracts. Payments are made on monthly progress estimates, prepared by the engineer in charge—countersigned by the engineer in charge at head office—and approved for payment by the chief engineer of Government railways. They are then submitted to the department, and after being checked by its accountant, application is made to the Auditor General under whose certificates payment is finally made.

Duly certified construction staff accounts, and pay-lists are paid by departmental checks.

Maintenance.—Maintenance accounts on the Government railways are dealt with at Moncton and Charlottetown, being paid there on due certificates. Statements of all cheques issued are forwarded weekly to the department ; the cheques themselves are returned to the department by the Bank of Montreal after payment. Vouchers for all expenditure are forwarded to the department monthly.

Railway subsidies.—These are paid only on the authority of a special Order in Council in each case, based on the recommendation of the Minister of the department, and a report of the Chief Engineer of Government railways, and that of the inspecting engineer. They are paid by cheques of the Finance Department, issued on the certificate of the Auditor General, to whom application is made by this department for the grant of such certificate.

Canals Branch.

Construction.—The arrangements are the same as for railways.

Maintenance.—All accounts and pay-lists, duly certified, are forwarded monthly to the department through the Chief Engineer of Canals by the superintending

engineers of the several canals. With three exceptions, paymasters are attached to all the canals, and payments are made through them, of salaries, wages, and accounts, the money entrusted to them for this purpose being furnished to the department from the Department of Finance on authority of the Auditor General, or, in the case of the paymaster of the Quebec Canals, by means of a special letter of credit for the exact amount of the payments to be made. All vouchers, after payment, are returned in duplicate to the department, which forwards to the Auditor General one set, retaining the other itself. The paymaster personally makes payment to the individuals entitled to receive the money. On the three canals where there is no paymaster, departmental cheques, both for pay-lists and accounts to each individual, are issued from Ottawa.

3919. What system of purchase is adopted in your department?—In the case of railway supplies they are purchased on tenders. In the case of canal supplies they are purchased on tenders where the quantities involved are large, but small quantities are purchased from time to time as they are needed.

3920. What is the system followed in the issue and receipt of stores?—The system of issue and receipt of railway stores is as follows: Every article, large or small, has to go into the central store, where it is at once entered in the store's ledger as a debt—every article having a special page. Requisitions are issued by the different departments, the head of each department being required to approve of the requisition. When the articles go out of the store they are credited in the store ledger and debited to the department by whom the requisition was issued. The difference between the debit and credit of each account in the store ledger, represents the quantity of each article on hand. Stock is taken at intervals and must agree with the store ledger. Each department makes returns monthly to the accounts branch of the railway, by whom the several items are respectively charged to the branch actually concerned. A general statement of store receipts and issues is forwarded to the department at Ottawa, monthly, finally reaching the Auditor General. The canals only keep a few articles in store such as oil, spare chains, winches, etc. Other articles are purchased from time to time as required on the works, and are received by the superintendent or foreman who sees that they are at once supplied to the work for which they were purchased.

3921. How are contracts generally awarded in your department?—On tenders called for by public advertisement, and, in cases where the lowest tender is passed over, under an Order in Council.

3922. In addition to his salary is any official in your department in receipt of any additional allowance or perquisite, and if so, please state particulars?—The only instance is that of a clerk who was employed in connection with the Canadian Pacific Railway Arbitration, and this was specially provided for by Parliament.

3923. Is it possible, in your opinion, to reduce the expenditure on account of the services under the control of your department without impairing their efficiency, and if so, state in what way?—I do not see my way to reduce the existing expenditure.

3924. In your department, have any abuses prevailed in connection with the supervision of payments?—There have been to my knowledge, only two such cases, and the officials concerned were dismissed.

3925. Have you any suggestions to make with a view to possible amendments to the Audit Act?—So far as this department is concerned, the present Audit Act works well and usefully—I have no suggestion to make regarding it

FRIDAY, 15th January, 1892.

Mr. T. TRUDEAU'S examination was continued:—

3926. Your statement gives the total number of men on your pay-list in the department; you have no other persons under pay in the department at Ottawa?—No.

3927. You now hold four offices?—I do. I have explained to you how this has occurred.

3928. Considering the circumstances, have you any plan by which with a redistribution of some of these offices, the efficiency and economy of the department might be

increased?—Necessarily, the first step should be the appointment of a secretary. I believe everyone admits that, and I have been pressing it.

3929. Then?—There should be a secretary to the Railway Committee of the Privy Council in addition. There should be two men.

3930. You have a staff of 28 permanent officers and 40 odd extra. With the appointment of a proper secretary, do you think the staff could be reduced?—Oh no, it could not be reduced.

3931. Even with a proper secretary to look after it?—No. On the contrary it should be increased. For example, there is the case of Mr. Fissiault, who is our law clerk, a most excellent man and one who does a great deal of work and does it very well. What I am calling attention to is that we should have another man trained who will be capable to fill Mr. Fissiault's place. Hard working, competent, and experienced as he is for some time past, Mr. Fissiault has not been able to keep up with all the work which falls to him, but we have not in the office any person who could take his place, or aid him in the discharge of his duties.

3932. Is it necessary to have a law officer in your department when you have the Department of Justice to answer all questions of law?—Yes, it is a matter of absolute necessity.

3933. He does not then, we understand, advise in a sense in which the Minister of Justice advises. He is more a draftsman, keeping run of the leading matters and preparing cases for submission to the Minister of Justice?—Yes, exactly.

3934. But in a matter of importance you would not take the responsibility of acting on his advice?—In such cases we do not. We ask him first of all whether there is a question of law involved, and he advises whether the matter is of sufficient importance to require the opinion of the Minister of Justice. I have no hesitation at all in saying that this office is necessary.

3935. Why could not the Law Clerk act also as Secretary to the Railway Committee of the Privy Council?—Because he would have no time.

3936. The Railway Committee of the Privy Council sits only on certain days as a court sits, and it is necessary for it to have a registrar, but the work of the secretary of that committee cannot be very serious except when the court is sitting?—There is always more or less correspondence—then there is required a thorough perusal of shorthand notes of the proceedings before the committee, which are taken verbatim to avoid the possibility of points being neglected which should be considered in framing orders and in making entries in the minute book—the preparation of cases for hearing, with a succinct statement of each, containing the latest information up to the moment of hearing, a copy of such statement being furnished to each member of the committee—the drafting of reports to Council and orders of the Committee, in doing which great care has to be taken that the provisions of the Railway Act are not overstepped—the continuous study of cases, which are many of them of great importance, so as to be ready at any time to give information respecting them, etc., examination of plans to see that they give proper information, or correctly certified, etc.,—consultations with the Chief Engineer—and the general and constant watching to ensure each case passing through its various stages to final action without undue delay. The attendance before the committee when cases are being heard, and the taking of notes and evidence, and furnishing the committee with any documents or information asked for, are not the most important of the duties of the office, or those which consume the time.

3937. How many times a year does the Railway Committee of the Privy Council sit?—It sits irregularly; last year there were twelve sittings, the year before ten. There is constantly something being done in connection with it. There are questions coming up every day.

3938. Do you ever take a holiday?—No.

3939. When were you last absent from the department on leave, say for a week or so?—I do not know. It is not very easy for us to get away, owing to the technical nature of our work. In summer we cannot go out much, and in winter there is the Session.

3940. Are you afraid of the consequences to the work of the office, should you take a holiday?—Not so much that, but I cannot get away very well.

3941. You have always had a secretary of the department until recently?—Yes.

3942. And yet you cannot take a holiday?—Of course I could.

3943. Do you think that both you and the department would be better if you did take a holiday?—I am not sure that the department would be very much better—I do not know.

3944. In what do you think the powers of the present Board of Civil Service Examiners are sufficient?—We do not feel the want of any change.

3945. The candidates who have been appointed to your office in the past have been sufficiently efficient?—Yes, I have already explained that what guides me very much is what I see of the men in actual trial.

3946. We are asking you as the senior of the deputy heads your opinion as to how the board could be improved?—I have not looked into the question.

3947. What do you mean when you say that its powers are sufficient?—So far as our department is concerned it meets our wants. I cannot speak in reference to the whole of the administrative offices of the government.

3948. In making recommendations for increase of salary do you recommend a man simply because he is not a drunkard or in any way disreputable?—We always take ample time to consider the matter.

3949. Do your chief clerks sign the attendance book?—This attendance book naturally comes under the charge of the secretary, being one of the features of the internal routine of the department which it is his duty to see properly maintained and regarded. Since Mr. Bradley's departure I have not personally paid any attention to it, but under my instructions Mr. Shannon, the accountant, looks after it for me.

3950. He is a first-class clerk?—He is the Chief Accountant.

3951. Is there any feeling in the office among the chief clerks with regard to this office being put upon him? The law states that people of a higher grade than he shall sign the book?—I have not heard anything of such a feeling—I do not believe it exists.

3952. When a secretary is appointed, this attendance book will be put in proper order and attended to?—Yes. It is at present in proper order and is attended to.

3953. And you have it borne in your mind that all members of your staff must sign that book?—Yes.

3954. In regard to travelling expenses, you say that the superintendents of canals when away from their districts receive \$3.50 per day, besides actual travelling expenses, except in the cases of the superintendents of the Welland and Lachine canals, who receive actual expenses only. Would that be under \$3.50 as a rule?—I believe it would be, of course this applies solely to the examination of their canals.

3955. The Welland and Lachine canals are the two principal canals?—Yes.

3956. Would it not be right to apply the same rule to the other superintendents?—The examination of the shorter canals entails comparatively small expense, whereas long lines of navigation require prolonged absence from home.

3957. When was the Public Works Department divided?—In October, 1879.

3958. Your department has now nothing to do in connection with the Canadian Pacific Railway except in connection with the closing up arbitration?—Not in connection with construction, but there is and probably will be for some time, work in the transfer of right of way lands, and various questions are involved in the past connection of the Government with the buildings of parts of the line.

3959. Then, there were fewer railway subsidies granted last session?—There were not many granted last session, but a number are still current, granted in previous years.

3960. Apart from the deepening of the canals, there is no new work under contract, except the Soulanges and Sault Ste. Marie canals?—The completion of the enlargement of the St. Lawrence canals involves the construction of new locks and other works which are also under contract. There is also the deepening of the channels in the intermediate lakes to be undertaken. The deepening of Lake St. Louis will cost a large sum of money.

3961. The old department had charge of public works and buildings as well as railways and canals?—It had.

3962. With about two-thirds of the staff of the present department?—No comparison can fairly be made.

3963. Do you not think that with the completion of the works on the canals, and the Canadian Pacific Railway finished, the staff of the department might be decreased? For correspondence, for instance, you have one first class clerk, one second class clerk, and two men at \$2.50 a day each. What do you call correspondence?—Letters, memoranda for the Minister or myself, the submission of cases for the opinion of the Department of Justice and reports to Council.

3964. Then, in the Branch of Records, for railways you have one first class clerk and two third class; what do they do?—They endorse the letters received and record them in the various books, filing them, distributing them, or gathering them together when they refer to cases in hand, and keeping general track of them.

3965. Do they make any precis of the correspondence?—They do, both of letters received and of those sent.

3966. Do they send replies to correspondents?—No.

3967. Does that apply to the Intercolonial Railway?—It does not apply to the operation of the Intercolonial, which Mr. Schreiber has charge of.

3968. What part of the Intercolonial would that have reference to?—It would apply to that part of the correspondence between the Intercolonial and the public. Mr. Schreiber, just like the manager of an ordinary railway, manages the traffic of the Government roads. But if the public want to obtain any concession the request is generally made to the Minister. The letter is endorsed at the department and forwarded to Mr. Schreiber. We do not necessarily write Mr. Schreiber, but we refer the letter to him. Mr. Schreiber then writes his views on the subject, probably on the back of the letter. Our theory is to have any advice put down in writing so as to build up the chain of responsibility. If the Minister decides to grant the request, there is possibly a report to Council, and the authority of the Government is obtained. When this Order in Council is received, the authority is conveyed to Mr. Schreiber by letter. That is where the letter to him comes in.

3969. To do this work you have one first class and two third class clerks. After all, it is mechanical work to put the contents of a letter on the back?—Those men attend to the book keeping and registering as I have already explained.

3970. Have you ever made a careful examination to see whether there was really work enough for the three? The secretary has, we presume, to look after that?—The secretary would of course answer better than I, but the work could not, I believe, be satisfactorily performed with a smaller staff than the present.

3971. In the Canal Records there is pretty much the same thing—two second class clerks and one temporary man at \$1.50 a day?—The work in the Canal Records Branch is practically the same in character as that in the Railway Record Branch, which I have indicated.

3972. In the mail room there is only one man; what does he do?—He sends off the letters, sees about the stationery and keeps a record of what is wanted for the estimates. He attends to the office supplies, not only to the head office, but also for all the various canal offices, making out the necessary requisitions to the proper departments both for printed forms and stationery.

3973. Do you not think that \$1,000 is a good deal to pay a man just to see that the letters come in and go out?—It would be if that were all he did.

3974. He keeps your frank?—Yes.

3975. In the copying branch you have one first class permanent and nine temporary clerks at \$1.50 per day each, of whom eight are ladies, and of whom five have been appointed since July, 1889. What are their duties?—Most of them are type-writers, and they copy letters, specifications and reports. The returns to the House also are very voluminous and require a large amount of time.

3976. For your contracts and everything of that kind, you have printed forms?—
Yes.

3977. They do not have to copy any of these?—The preparation of these contracts and forms would involve copying before the draft is approved for printing.

3978. Have these persons been appointed upon your requisition, or have they been given to you?—You are speaking to me as secretary?

3979. Or deputy—the responsible officer?—All I can say to you is that I know a great deal of copying is done; and is required to be done; that these persons have been taken on to perform the work.

3980. These extra clerks are paid out of outside votes, and not out of contingencies?—Yes.

3981. And consequently they were appointed at the instance of the Minister, and not by a requisition from you?—I cannot speak from memory.

3982. In the contracts and leases branch, the law branch, you have a permanent chief clerk, and two temporary clerks at \$2.50 a day each?—Yes.

3983. One of whom has been there since 1880 and one since 1883?—Yes.

3984. And also the men under him?—Yes.

3985. Is either of these assistants a notary or an advocate?—I believe one was a notary. He is not employed in that capacity.

3986. In the accountant's branch you have a first class clerk, a second class, a third-class and two temporaries?—Yes.

3987. Is not one of the temporaries doing exactly similar work to that of one of the permanents?—It is quite possible that his work may be similar.

3988. When the credits were being issued for your department was it not noticed that one of the substitutes to sign the cheques was a temporary clerk?—I do not recollect that.

3989. Was there not some correspondence with the Auditor General on that subject?—I think there was.

3990. Coming on the general question, what rule determines the appointment of men as permanent and as temporary clerks?—There is no rule.

3991. In the collection of canal revenue you have four permanent officers employed, transferred to you from the Inland Revenue Department and five temporaries?—Only four officers were transferred, but besides these there was in the Inland Revenue Department one extra clerk attached. In addition a large amount of work connected with the "printing of forms" and distribution to the outside offices, payment of contingencies and salaries, keeping of revenue accounts, &c., was done by other clerks who were not transferred and provision had to be made for its execution. This work is all performed by the present staff. Practically, there is no increase of the staff. The statistics, and the revenue and expenditure of this branch are voluminous and call for a large amount of attention.

3992. The first of these temporary men came in with the change of the department?—Yes.

3993. The other four were added since November, 1889?—Yes.

3994. You prepare the leases and contracts in connection with the canal revenues—Yes.

3995. And one reason for the transfer from the Inland Revenue Department to your department was to save time and labour, in the interest of economy and efficiency?—Yes, to avoid the necessity for constant reference from one department to another this being the department through which rentals are fixed, remitted, or readjusted, and claims in that connection dealt with.

3996. Having them all under the one administration, is there anything to justify the addition of four extra clerks?—I have endeavoured in my previous answer to show that there has been practically no addition.

3997. You have five messengers, two permanent and three temporary?—Yes.

3998. Three of the same surname—the same family, father and sons?—Yes.

3999. In the Engineering Branch of Canals you have a staff of nine—one permanent and eight extra, the latter receiving, one \$2,000, another \$1,600, two \$1,260 each, one \$900, one \$912, one \$732 and one \$720, and they have been in the service varying from eighteen years to three years?—Yes.

4000. And your general remarks apply to them, that you think some of them should be made permanent?—Yes; I would be very cautious about making too many permanents, because the same thing may occur with the canals as occurred with the Canadian Pacific Railway. During a certain number of years there was a great deal of work done in the department in connection with the construction of the Canadian Pacific Railway, and after it was completed some of the men were not wanted and the staff was very much reduced. The same thing will apply to the canals. The engineering staff should be elastic.

4001. They should not be appointed either as members of the temporary or permanent staffs, but should be engaged as engineers who are attached for the time being?—Yes.

4002. Would it not be better, then, to take one specific vote for the engineers' staff as they are needed, and not have them scattered over the service in various votes?—I do not see the advantage in that. After all, there is not much difference between a man earning his living as an engineer, and another earning his as an operative on the work; the pay of both is properly chargeable to construction.

4003. Is there not this difference, that the public, seeing the Public Accounts, are under the impression that you have a staff of only 28 at Ottawa, whereas you have really a staff of 70 or 80?—What I mean is that this special staff is engaged in the work of construction. I think that the public, watching the extent and importance of our works, both railways and canals, recognize the necessity of the employment of a larger number of men than the 28 comprised in the Civil Government vote for ordinary departmental work.

4004. While they are in the field their work might be charged to construction; but while they are in the department designing, draughting and making estimates, they are engaged in departmental work?—That distinction is one merely of the place in which the work is performed, not one of the work itself, which still remains that of construction, not of administration.

4005. Would it not be better to have all this engineering staff attached to the department at Ottawa paid out of one specific vote instead of being charged to several votes?—I think not; I think the engineers should be paid out of the votes for the works.

4006. Mr. Douglass, who is in charge of hydraulic leases, has been in your department for twenty-one years?—Yes.

4007. Is not his work permanent, constant, day to day work?—Yes. The intention is that he should determine the quantity of water used, and, generally, deal with questions involved in the granting, renewal, or cancellation of leases.

4008. He is paid \$5 a day; how do you appropriate his salary? Do you charge one month to Lachine Canal, one to Welland, or in some such way?—He is paid in the same manner as the rest of the engineering staff out of appropriations. It may be a question whether, in view of the permanency of his special duties, this mode of payment should not be altered.

4009. In Mr. Schreiber's office, he has only himself, one assistant and a temporary clerk?—Yes.

4010. Then, in the railway record office there is one chief clerk and four temporary clerks?—Yes. This is the Government railway operation branch.

4011. In the inspecting office there are three temporary officials, a bridge engineer at \$4,500, an inspecting engineer at \$2,800, and a recorder of plans, etc., at \$912.50?—Yes.

4012. These men do important duties?—Yes.

4013. And none of them are on the permanent staff?—No. Mr. Marcus Smith is an engineer of great experience, and I believe his duties are altogether given up to the examination of bridges, including those of subsidized lines. Before Mr. Schreiber

approves of a work involving bridge construction he puts the matter into the hand of Mr. Marcus Smith, who makes a careful examination in order to determine whether sufficient strength has been given to meet the strains on the structure.

4014. He is there to see that the country gets value in the construction of bridges?—Yes; value and safety. Mr. Ridout is engaged in the work of actual inspection of railways. He is also in charge of all railway plans, etc., not only those sent in for approval of location in the case of subsidized lines, but also of those sent for examination and certificate under the expropriation clauses of the Railway Act.

4015. So long as Parliament grants railway subsidies, it is necessary under the Railway Act to have inspecting engineers?—Inspection under the Railway Act is solely in the interest of the public safety and will always be necessary.

4016. In the general construction office, there is an engineer in charge, a draughtsman, and a permanent second class clerk?—Yes; when Mr. Schreiber leaves town, we go to Mr. Lynch, the engineer in charge at headquarters.

4017. He is one of the permanent temporaries?—Yes.

4018. Do you find any want of discipline when permanent clerks are put under temporary engineers in this way?—The permanent second class clerk you have just referred to is the only instance of the kind.

4019. There is a good understanding?—Yes.

4020. In the Railway Committee Branch you have two first class clerks, Tilley and Maynard, and two lady assistants?—Yes.

4021. You really do not need two first class clerks for the Railway Committee?—No.

4022. These two first class clerks are under the secretary?—Yes.

4023. Is there any necessity of grouping the work into so many branches?—Certainly. It is only by such grouping that any system can be maintained, at the same time in the event of pressure or emergency we should utilise the services of any competent officer.

4024. You ask anybody in the department to do any work that has to be done. You do not pay for extra work to anybody?—We only pay a simple salary or the per diem allowance. Another thing I may say is that there are some men in the department who do not look to hours at all.

4025. That is, you have some men who work over hours?—Yes.

4026. On each canal is there as a rule a superintending engineer?—Not on each canal.

4027. You have a superintending engineer on the Rideau Canal?—Yes.

4028. Have you a superintendent on that canal as well?—No. Both offices are filled by the same person.

4029. Describe the staff on a canal?—There are four groups of canals. Take the Welland canal and the Sault Ste. Marie canal—the works of construction are under the charge of one district engineer. On the Welland canal there is also a superintendent who has charge of the lockmasters and the general working of the canals. Another district consists of the canals on the St. Lawrence. The third district comprises the Quebec canals, the Lachine, the Beauharnois, Ste. Anne's, St. Ours, Chambly and Carillon and Grenville. The fourth District would be the Rideau.

4030. Each canal has a superintendent?—Yes.

4031. And for engineering purposes the canals are divided into these districts?—Yes.

4032. In addition to the superintendents and the engineers in districts, you have paymasters?—Yes.

4033. Are those assigned to districts—you have not a paymaster on every canal?—No.

4034. You have also toll clerks on the canals?—Yes.

4035. And the bridge tenders and lock keepers?—Yes.

4036. Are there any others attached to the canals besides those named?—There are men connected with the repairs.

4037. These constitute a canal staff?—Yes.
4038. When works of construction are given out, even when let by contract, do you put on a staff of engineers for construction?—For small works there is possibly an inspector appointed. If the work is sufficiently large, an engineer is placed in charge of it.
4039. On the Cornwall canal you have two assistant engineers?—They are to check the contractors' work.
4040. You have four inspectors of masonry on that canal?—I believe so.
4041. You have also inspectors of earthwork?—Yes.
4042. You have also rodmen, chainmen and axemen?—Yes.
4043. What do they if the work is let by contract?—It is let by contract, but it is let by the yard, and it has to be measured.
4044. These men are necessary to check the contractors' work?—Yes.
4045. Who appoints all these men?—Mr. Page always insisted that they should be selected by himself, and I believe that is a very good rule.
4046. In the new works which have been under construction since his time, on the Sault Ste. Marie Canal, for instance, do you do that?—We have not had occasion to do much masonry there yet. The necessary men will be sent there when they are required.
4047. As a rule all these men have been appointed by the Chief Engineer?—Yes.
4048. And you think that is a good rule?—I think it is a most excellent rule.
4049. You have no reason to believe that politics interfered with that?—No. The Engineer's Department would resist such interference.
4050. You have had some trouble with late paymasters on your canals?—Yes.
4051. And a different system is now followed, is it not?—The system is more closely carried out. All accounts undergo three audits before they are passed by the department for payment; these are made by the local engineer, the Chief Engineer's Office, and the Accountant of the Department.
4052. Did the department suffer any losses under your system?—It is difficult to say.
4053. Then, there is no reason to believe that your paymasters have now any opportunity of sending a pay-list for more men than are actually engaged on the work?—No. The paymasters do not prepare the pay-lists.
4054. Or charging for one thing and getting another?—No.
4055. This review of the paymasters' work arose out of the Auditor-General's Office?—Yes; I must say we owe a great deal to the Auditor; he is of great assistance to us; I mean that he helps us to find out any weak points within ourselves.
4056. During the late regime, Mr. Page let the contracts and was arbitrator as well?—The contracts were awarded by the department, or by the Government. Mr. Page acted in several cases as sole arbitrator for the determination of difficulties arising from such contracts. This was done under an express clause of the contracts, to that effect.
4057. That system is all done away with now?—We have had no arbitrations since Mr. Page's death. The clause I refer to has been altered so as to make the Exchequer Court the arbitrator.
4058. A contract is now a contract?—A contract is a contract, but we have not entered into any contracts of moment since the death of Mr. Page.
4059. There is no appeal except to the courts?—No.
4060. Under those contracts the Chief Engineer could do as engineer the same thing that Mr. Page did as arbitrator?—As engineer he could only deal with matters upon the strict terms and meaning of the contract, he could not take evidence on oath as such engineer. But as arbitrator he could deal under sworn evidence with matters arising from the contract, but not provided for by it, on the basis of equity, and the contractor would be absolutely bound by his decision.
4061. But under the contract the contractor could not get paid for anything unless it was certified by the Chief Engineer?—He could not.

4062. Therefore until the Chief Engineer had made his certificate the contractor could not recover?—That is true.

4063. Was not the contractor then as much bound as he would be by any arbitration?—The fact that he could not get paid did not bind him, the wording of the different contract clauses is such that I am not prepared to say how far the contractor would or would not legally be bound to accept the engineer's decision at all points.

4064. Was not the fact of the matter that Mr. Page as arbitrator could allow to contractors what he could not allow them as chief engineer?—Certainly. Mr. Page, as engineer could only allow what the strict letter of the contract would admit of, even if, in actual working, the specifications and descriptions upon which the work had been let were found not to accurately represent the true state of the case, or were to fail in making provision for dealing with certain contingencies. Mr. Page as arbitrator would have those features presented to him in a claim, he would examine the claim under oath, and would settle the matter; that was the advantage of an arbitration.

4065. The result was that after the work was all done, Mr. Page as arbitrator really made a new contract for the parties?—He made an award, by formal consent of the Government, adjusting difficulties arising out of the actual execution of the contract.

4066. And the award was not based on the contract; otherwise he could have done everything as chief engineer?—It was not confined strictly to the contract.

4067. In connection with your canals you have here and there steam dredges?—Yes.

4068. Are those the property of the department?—Some of them are.

4069. Are any of them connected with Mr. Arnoldi's work?—No.

4070. You have paid a considerable amount of money for land damages?—Yes.

4071. What is your system in regard to those?—The system is, in the first instance, to get some man having a knowledge of the value of property to negotiate with the proprietors and see if they can agree, and if they fail to agree, the property is expropriated.

4072. In regard to your expropriations of lands on canals you have not had much difficulty ordinarily in inducing the parties to settle?—Not when the very large number of parcels of land taken is considered, and the various and complicated features of the damages sustained and which have to be settled for.

4073. The total revenue from canals during the year is about \$325,000?—Yes.

4074. And to maintain these canals and keep them in ordinary repair costs about \$500,000?—Yes.

4075. And the tendency is to decrease the tolls?—Yes.

4076. Can you suggest any means for equalising the receipts and expenditures?—I do not look for any change while the St. Lawrence canal system continues to be limited by the dimensions of the present unenlarged portions.

4077. How many canals are to be enlarged?—The construction of the Soulanges Canal is the principal work. The Lachine Canal requires to be deepened two feet for about $6\frac{1}{2}$ miles. The Cornwall and Williamsburg canals also are in hand.

4078. When do you expect they will all be completed?—In about four years.

4079. Then your canal system will be completed?—So far as the St. Lawrence system is concerned.

4080. What capacity of boat will they be able to receive?—The boats will be 255 feet long, and will draw 14 feet of water.

4081. Have there been any losses in the collection of revenue?—There has been only one case of misappropriation of funds by collectors. All collectors are under bonds.

4082. You prepare a lot of maps in your department?—We do prepare some.

4083. There are maps also prepared in the Geological Service?—Yes.

4084. And the Post Office department prepares maps?—Yes.

4085. And the department of the Interior?—Yes.

4086. Is there not very often a difference in these maps?—I have not compared them. We prepare small plans, rather than maps, showing the railways and canals. Our principal map is a railway map. But these maps are only compiled; they do not pretend to be made from surveys of this department.

4087. They accompany your reports?—Yes.

4088. And they differ from other maps of the same territory?—Possibly. They are prepared for a specific purpose only,

4089. Would it not be better to have one bureau entrusted with the preparation of maps—skeleton maps?—I think it would.

4090. Do you give any preference to the graduates of the Kingston Military College in your engineering departments?—There is no special preference given so far as I am aware. Any man who presents credentials from such an institution as the Military College would no doubt find his application to be tested on the departmental works very favourably received, and should it be found by practical experience that he possesses the necessary qualifications, he would probably rise to a responsible position. I may say that the department has, in a number of instances, been able to give graduates of the college work with its railway staff. With regard to the canals, a number have from time to time been employed.

4091. Would not the graduates of the Military College be exactly the class of men you would want for that purpose?—I think that from their theoretical training they should prove useful.

4092. Have you any at all employed in the Department of Railways and Canals?—I believe we have about half a dozen engaged on canal works.

4093. And you think that for purposes of exploration and the kind of engineers you want to go into the field, these graduates would suit you very well?—I think so, but as I have explained, a successful examination does not always indicate capacity for becoming a practical engineer. There must be, for that, qualities inherent, not to be acquired from books.

4094. The training at the Military College would bring out that?—It should do so.

4095. You mean the authority and discipline over men, and that sort of thing?—That is a feature, but a minor one as qualification for first employment on an engineering staff. It is more useful later on, when experience and practical knowledge have been acquired, and positions of responsibility attained.

4096. As a matter of fact, the Canadian Pacific Railway draw largely from these men for their engineers?—I do not know.

4097. Do you think any steps might be taken by which the Government could employ more of these men than are now employed?—If more of these qualified men cared to present themselves for employment, an opportunity could no doubt be afforded to utilize their services.

OTTAWA, 15th January, 1892.

The following gentlemen, composing a delegation of officials from a number of the departments of the service, waited upon the Commission:—

W. J. Barrett, Accountants' Branch, Post Office Department; S. S. Thorne, Money Order Branch, Post Office Department; M. G. Dickieson, Finance Department; John Gorman, Audit Office; Joseph A. Doyon, Inland Revenue Department; Murdock McKinnon, Department of Railways and Canals; J. S. Dennis, Topographical Surveys Branch, Department of the Interior; W. H. Harrington, Post Office Department; H. H. Morton, Post Office Department; Leonard Shannon, Department of Railways and Canals; W. F. King, Department of the Interior; F. S. Checkley, do; J. S. Eagleson, do; George Bell, do; H. Fletcher, Geological Survey; W. H. C. Smith, do; William Smith, Mail Contract Branch, Post Office Department; C. Falconer, Post Office Department; W. J. Lynch, Department of Agriculture; H. H. Bailey, do; J. Marmette, do; R. N. Venning, Department of Fisheries; W. A. Orr, Department of Indian Affairs; J. G. Barrette, Department of Queen's Printer.

W. J. BARRETT, on behalf of the delegation, read the following statement:—

OTTAWA, 11th January, 1892.

SIR,—I have the honour to transmit to you, to be laid before the Civil Service Commissioners, the report of the delegates chosen to represent the several departments before the Commission.

It is not intended that this report shall be intended as including all the subjects upon which the delegates wish to make representations, and I may say therefore that they do not desire it to be understood that by subscribing to this report they in any way forego their privilege of appearing before the Commission. They would be glad, in addition to the general observations made in this paper, and which may be considered as applying to the service as a whole, to submit to the Commission such reports and observations as relate more particularly to the departments they severally represent.

I have the honour to be, Sir,

Your obedient servant,

(Signed,) F. K. BENNETTS,

Secretary Committee of Departmental Representatives.

J. H. FLOCK, Esq., Q.C.,

Secretary Civil Service Commission,

Ottawa.

REPORT OF THE DELEGATES CHOSEN TO REPRESENT THE SEVERAL DEPARTMENTS BEFORE THE CIVIL SERVICE COMMISSION.

It is not the intention of the representatives to take up the time of the Commission with any lengthened arguments in support of the propositions they are about to submit. These subjects were so exhaustively discussed before the Civil Service Commission of 1880 that there is no need to repeat the arguments then brought forward, and which still exist with equal force. They therefore beg to make the following observations and suggestions upon the several matters hereinafter mentioned respecting the Civil Service :

1.—STAFF.

Those extra clerks who have been continuously employed for a number of years, whose services will be needed in the future, and whose qualifications fit them for appointment, should be put on the permanent list, at salaries not less than they are receiving as temporary clerks.

Such extra clerks, messengers and lower grade employees as are now in the service should be subject to the same regulations and enjoy the same privileges as the permanent staff.

The minimum salary of a messenger or other lower grade employee should be \$400, and such salary should be increased by annual increments of \$40 until a maximum of \$600 is reached.

2.—PROMOTIONS.

Promotion examinations should be continued, but should be confined exclusively to the duties of the office to which promotion is to be made. This examination, coupled with the regulations now in force, by which additional value can be added in proportion to the merits of each candidate as shown by his previous work in the department, ought, if carried out in its integrity, to ensure the best results.

With the exception of deputy heads and officers requiring professional qualifications, no one should be appointed to any position above a third-class clerk unless he has passed the prescribed promotion examination.

Promotion should go by seniority, all other things being equal, but merit should be considered before mere length of service; the object being to secure the best men obtainable. When vacancies occur, or the necessary provision has been made by Parliament, those who are otherwise qualified should be eligible for promotion to a higher class, irrespective of the length of the time they may have served in the lower.

The efficiency of the service would be very much increased if the higher offices were filled from its own ranks, and if when new appointments to the third class are to be made preference were given to those packers, messengers, &c., who have passed the

prescribed qualifying examination. No arguments are needed to prove that ambition, the desire to better themselves and to attain to something higher are the strongest motives that move mankind. This being granted, it follows that the knowledge that there is slight hope of rising, that the higher offices are reserved for, and, as a rule, filled by persons brought in from outside the service, tends to the discouragement of the officers and the demoralization of the service. In many cases the men thus favoured are inferior in natural abilities to those over whose heads they are placed, besides lacking the knowledge gained by years of practical experience. We contend that the same rule should be followed in the Government service as elsewhere, and, as no corporation or business man will entrust the management of his affairs to unskilled and inexperienced men, that the Government should not pursue a different course, but follow the system which experience has shown to be best in the outside world. We know of no instance in which a promotion made from the service has been a failure, nor is there reason to fear that such will be the case. When theory is thus corroborated by experience, is there any reason why it should not be adopted as the rule?

The power to go outside the service to secure a person to fill a position where professional or technical qualifications are required should only be exercised with regard to those offices where such qualifications are needed.

3.—HOURS OF ATTENDANCE.

If the present hours of attendance were strictly enforced, and if every man were so placed that he could perform that amount of work which should properly be his share, there would be no need to increase the hours of attendance. Generally speaking, the work now is completed within the regular hours; increasing them will only have the effect of compelling men to remain longer in their offices, without bringing any corresponding gain to the public service, as for many reasons it is not likely that any great reduction in the number of the staff will be carried out.

It may be observed that the deputy head of each department has power at present to command the services of the clerks for any length of time that may be necessary for the performance of the regular work.

4.—MEDICAL CERTIFICATE IN CASE OF ILLNESS.

The regulation requiring a certificate from a physician appointed by the Government when application is made for sick leave is considered a great hardship; the certificate of the regular family physician should be sufficient. In case of illness necessitating absence from duty for a few days only, no medical certificate should be required. If the Government desire to have a special medical examiner the Government should pay him. A clerk prevented by illness from attending to his duties should report in writing to the deputy head of his department, and the deputy head could, if he thought fit, instruct the Government medical examiner to visit the absent employee and report on his case. The Government would then be in possession of an unbiassed opinion as to whether the circumstances warranted the granting of sick leave.

5.—ABUSES.

There is a very strong feeling in the service that when an abuse occurs those to whom the abuse is owing should be punished, and not that the whole service should be made to suffer. Many privileges which the service has enjoyed so long as to fairly constitute them emoluments of office, and which practically formed part of the contract under which they gave their services to the Government, have been taken from them, solely because a few men have abused them. We respectfully ask that when an abuse of a privilege occurs measures be taken to punish the real offenders.

6.—SUPERANNUATION.

This subject was very fully enquired into in 1877 by the Civil Service Board, and exhaustive and able reports made upon the question by Mr. Courtney and Mr. Brymner.

These reports and the deductions arising therefrom were approved of by the Civil Service Commission of 1880, and embodied in their report. Among the deductions we find the following:—

“That the system of superannuation allowance was established solely on the grounds of benefit to the state, and not out of consideration for the members of the Civil Service.

“That the principle laid down had been recognized by every state in Europe, with the exception of Switzerland, in which country there is no system of Civil Service, properly so called.

“That in those states *only* in which provision is made for widows and orphans are abatements made from salaries.”

We would also beg to observe that statements were prepared in the several departments, and submitted to the Commission, showing the results of the working of this Act during the first ten years of its existence to have been a net gain of over \$300,000 to the country. Those statements were carefully examined into by the Commission, and they felt justified in reporting as follows:—“That while the annual payments to superannuated servants greatly exceeded the contribution by the service to the fund, the difference is far more than extinguished by the reduction or total obliteration of salaries, of which no account appears in the statements laid before Parliament.”

In view of the above indisputable facts, it may fairly be claimed that the abatement now made from salaries should be repaid to the families of those clerks who, either through death or any other cause, are not placed on the superannuated list; but the members of the service, whom we represent, would willingly consent to the rate being increased to three per cent, and to pay the superannuation abatement as long as they remain in the service, in order to insure the abatement with accrued interest being refunded in such cases, with the option to those superannuated of accepting a commutation in lieu of superannuation allowance to the extent of the abatement paid.

7.—INSURANCE.

The institution of some system of insurance would be cheerfully accepted by the service, participation in it, in whole or in part, being left optional to those now in the service, but compulsory to all who may be appointed hereafter.

CIVIL SERVICE COMMISSION.

The establishment of an independent Civil Service Commission, upon the lines recommended by the last Commission of enquiry into the service, who should deal with all matters relating to appointments, promotions and superannuations, as well as with any irregularities or grievances that might arise, would add greatly to the efficiency of the service.

OFFICE ACCOMMODATION.

Many offices are not fitted up so as to afford proper accommodation or even protection from the weather. The windows are so badly fitted that the clerks suffer severely from the drafts that cross the rooms in all directions. In others the light and ventilation are bad. This question demands the close attention of the Commission, with a view to effecting the necessary improvements.

The undersigned representatives concur in the above report and sign the same upon the distinct understanding that concurrence therein does not prejudice their privilege with respect to subjects not included in the report, or to the subjects therein treated, but as to which in their opinion enough has not been said to make such representations to the Commission as they consider best calculated to serve the interests of their respective departments.

JAMES BARRY, Customs, Chairman.

F. K. BENNETTS, Privy Council Office, Secretary.

M. G. DICKIESON, Finance.

F. COLSON, Secretary of State Department.

JOHN GORMAN, Audit Office.
 W. J. BARRETT, Post Office Department, Accountant's Branch.
 C. FALCONER do Secretary's Branch.
 W. SMITH do Mail Service Branch.
 H. H. MORTON, Dead Letter Office, Post Office Department.
 O. FORTIER, Printing and Supply Branch do
 JOSEPH H. LEWIS, Printing and Supply Branch, Post Office Dept.
 S. S. THORNE, Money Order, Post Office Department.
 W. A. ORR, Indian Department.
 W. J. LYNCH, Patent Office.
 J. MARMETTE, Archives, Department of Agriculture.
 GEORGE BELL, Interior Department.
 J. S. EGLESON, Interior do
 FRANK S. CHECKLEY, Interior Department
 LEONARD SHANNON, Railways and Canals Department.
 R. N. VENNING, Fishery Department.
 J. S. DENNIS, Interior Department.
 W. F. KING, Interior do
 HUGH FLETCHER, Geological Survey.
 W. H. C. SMITH, Geological Survey.
 J. G. BARRETTE, Public Printing and Stationery.
 J. A. DOYON, Inland Revenue Department.

The Commission invited any members of the delegation who desired to speak in respect to the report just presented.

None responding, the representatives of the various departments were called, and were given an opportunity to lay their views before the Commission.

Mr. J. S. DENNIS submitted the following statement :

DEPARTMENT OF THE INTERIOR,
 TOPOGRAPHICAL SURVEYS BRANCH,
 OTTAWA, 29th December, 1891.

To the Civil Service Commission :

GENTLEMEN,—The undersigned has the honour, as the representative of the professional and technical temporary employees of the Topographical Surveys Branch of the Department of the Interior, respectfully to submit the following facts for your consideration.

This branch of the Department of the Interior has charge of all the land surveys for the Government in Manitoba, the North-West Territories and the railway belt of British Columbia. It is also charged with the survey of international boundaries, and boundaries between the provinces and territory controlled by the Dominion, and the exploration and the survey of the large northern and north-western portions of the Dominion which are yet comparatively unknown, with astronomical and magnetic observations, geodetic triangulation, &c. The geographical nomenclature of maps issued by the Government and the survey of ordnance lands in the different provinces also come under the duties of this branch.

The present staff of the branch is set forth in the schedule hereunto attached, a reference to which will show that only ten members of the staff are permanently employed, the remaining twenty-two being styled temporary employees.

Attention is respectfully drawn to the very small proportion of permanent employees in this branch when compared with other technical branches of the service, notably the surveys branch of the Department of Indian Affairs and the Geological Survey Department.

The present staff of the branch is small considering the work done, and there is not the slightest doubt that there will be ample work in connection with the surveys to keep a staff of the present strength employed during the natural lives of the present members.

Many of the so-called temporary employees, as will be seen from attached schedule, have worked for a great many years, and this time is lost in so far as benefits of superannuation are concerned.

The draughtsmen in this branch are paid much smaller salaries than are paid to temporary draughtsmen in other departments. This will be seen from the following schedule of salaries paid :

The average salaries are as follows :—

Railways and Canals.....	\$3 36	per diem.
Geological Survey.....	2 90	“
Public Works (Architect's branch).....	2 70	“
Public Works (Engineer's branch).....	2 47	“
Indian Affairs.....	2 50	“
Interior.....	2 11	“

There is no apparent reason why the salaries paid draughtsmen employed in this branch should be so much below the average of those paid by other departments. They are engaged in work of much the same character, and as proof that the higher salaries in other departments are not paid for greater skill or qualifications, many cases may be cited of draughtsmen who have left this branch to enter other branches of the public service and who, if not immediately engaged at higher salaries, have received them shortly after. To place the salaries of the draughtsmen of the branch on a par with those paid in other technical branches of the Government service they would have to be increased about 35 per cent. A number of valuable men have left this branch in consequence of the small salaries paid and the uncertainty of being permanently appointed, and in every case these men have commanded higher salaries from outside employment or in other branches of the Government service to which they have been transferred.

The work that the so-called temporary employees of this branch are engaged in is not of a temporary character; if their services were dispensed with to-morrow their places would have to be immediately filled with other men, and as has been pointed out, the present staff is small compared with the work done, and there is an absolute certainty that a great many years must elapse before any reduction can be made in their number.

The work upon which these men are engaged is of a technical character, and every year's employment makes their services the more valuable from the experience and knowledge gained.

We know of no reason why the so-called temporary employees of this branch should not be put upon the permanent list. The work is to be done, it is of a permanent character, and the present staff is not more than sufficient to keep this work up.

Attention is also drawn to the injustice done by refusing to grant any holidays to temporary employees without losing their pay, and the stoppage of pay while sick. Why should this rule be applied to a staff, many of whom have worked faithfully for more years than many of the permanent officials, and whose work cannot in any sense be termed of a temporary character. If the question of the salaries paid technical employees in this branch is considered, it will be seen that a grave injustice is done in stopping their pay during holidays or sickness.

In view of the foregoing facts it is respectfully submitted :—

1. That the salaries paid temporary draughtsmen in this branch should be increased, so as to put them on a par with salaries paid technical men in other departments, as shown in the schedule above set forth.

2. That the rule regarding stoppage of pay during holidays or sickness, which has lately been enforced, should not be applied to them, as they cannot properly be classed as temporary employees, the work in which they are engaged being of a permanent character.

3. That the so-called temporary employees of this branch should be put upon the permanent list and allowed to participate in the benefits of the superannuation allowance. Many of the present staff having devoted some of the best years of their lives in faithful service to the branch, at much smaller salaries than have been paid in other departments

for work of a similar character, and the years thus spent are lost to them in the super-annuation allowance.

On behalf of Dominion Land Surveyors Ogilvie, Klotz, Drewry, McArthur and Dufresne, who are employed in a professional capacity by this branch, and whose duties and length of service are set forth in the accompanying schedule, the undersigned has the honour to submit the following facts :—

Mr. Ogilvie has been employed for the past fifteen years on the highest class of surveying, and during this period has effected some of the most important geographical explorations on this continent. His explorations and survey of the Yukon, Mackenzie and Athabasca rivers and adjacent country have been of great value to the Dominion and have attracted world-wide attention. His contributions to geographical knowledge have been considered of such importance by the Royal Geographical Society of England that they have seen fit to honour him with the Murchison Award and Diploma for geographical exploration.

Mr. Klotz has been employed by the department for a period of fourteen years of almost continuous service, on block and township outline surveys, exploratory surveys, astronomical and magnetic observations, deflection survey of the railway line in British Columbia. His experience and mathematical ability specially qualify him for the finer classes of work on which he is now engaged.

Mr. Drewry has been engaged during the past five years in making photo-topographical surveys in the Rocky Mountains, and during the past three years has had charge of the triangulation survey of the railway belt through British Columbia.

Mr. McArthur has for six years been carrying the photo-topographical surveys of the Rocky Mountains and the preparation of the topographical maps of that part of the Dominion, and had previously been employed for four years on the survey of block and township outlines, and exploration surveys.

Mr. Dufresne entered the employment of the department in 1883 and since that time has been engaged on surveys of various kinds—sub-division, outline, exploratory surveys, &c. In 1889 he lost his foot from an accident while at work for the department, and has in consequence been debarred from the more active work of his profession. He has since then been employed as computer in the office of the Chief Astronomer in making astronomical and other calculations.

The work upon which these gentlemen are engaged is of a special nature, and requires special qualifications not ordinarily to be acquired in the practice of surveying or civil engineering. The geographical explorations and astronomical determinations of points effected by Messrs. Ogilvie and Klotz are of the greatest value to the Dominion, not only in giving us reliable information regarding unknown and unexplored portions of the vast territories of the West and North-West, but in establishing foundations upon which the subdivision of the country into farm holdings may be based as the same become necessary.

The surveying operations of Messrs. Drewry and McArthur have been carried on in a district which, owing to its mountainous nature, has required different methods from those ordinarily used in surveying new districts; their work in fixing points of reference for future sub-division surveys and furnishing an accurate topographical map of a portion of the country now rapidly developing is of the highest importance, and this work is being accomplished at much less cost than similar operations in any other country of a like character; work with like object in view has been going on in the United States for many years and is still being carried on.

The computing work upon which Mr. Dufresne is engaged is of a special character, and is necessary in connection with the higher branches of surveying carried on by this department. His previous training and experience in the field practice of various classes of surveying especially fits him for such work.

The work upon which the above named gentlemen have been and are now engaged cannot in any sense be considered of a temporary character. It would take a great many years to complete their operations, and, owing to the knowledge, experience and special qualifications which have been acquired by them during the long service, the department would find difficulties in replacing them should they see fit to seek other employment.

In view of the rapid development of the North-West Territories and British Columbia it is of first importance to the Government that the surveying and exploring operations which precede settlement, and upon which much of the latter sub-division of land into farm holdings is based, should be carried on by surveyors who are thoroughly qualified and have the experience to enable this work to be rapidly and economically performed.

In consideration of the foregoing facts, it is respectfully submitted that these gentlemen should be permanently appointed as surveyors to the Department of the Interior. Messrs. Ogilvie, Klotz, Drewry and McArthur, in consideration of their permanent appointment and consequent participation in the benefit of superannuation, would consent to a considerable reduction in the salaries now paid to them.

I have the honour to be, Gentlemen,

Your obedient servant,

(Signed) J. S. DENNIS.

On behalf of professional and technical temporary employees,
Topographical Surveys Branch, Department of the Interior.

Schedule of the Staff of the Topographical Surveys Branch, Department of the Interior, showing names, duties, period of service and salary :

PERMANENT.

E. Deville, D. T. S., Surveyor General.....	\$2,600
W. F. King, D. T. S., Chief Astronomer.....	1,850
A. H. Whitcher, D. L. S., in charge of geographical nomenclature.....	1,700
P. B. Symes, Chief Draughtsman.....	1,400
A. M. E. Grignard, Lithographer.....	1,400
R. E. F. Rauscher, D. L. S., Draughtsman.....	1,150
M. Brady, Correspondence.....	1,150
B. Billings, Draughtsman.....	1,000
H. N. Topley, Photographer.....	800
R. Dunlop, Messenger.....	490

TEMPORARY EMPLOYEES.

J. S. Dennis, D. T. S., Chief Inspector of Surveys, 1872 to 1879, surveys in Manitoba and N. W. T. ; 1885 to date, Inspector of Surveys, \$1,825.

J. Smith, Draughtsman, 1875 to 1881, district office of Canadian Pacific Railway, Manitoba ; 1886 to date, Department of Interior, \$1,460.

W. M. Mainguy, Draughtsman, 1866 to 1867, Crown Lands Department ; 1868 to 1872, Intercolonial and Canadian Pacific Railways, Assistant Engineer ; 1872 to 1873, Department of Interior ; 1873 to 1879, Canadian Pacific Railway, Assistant Engineer ; 1880 to date, Topographical Surveys Branch, Department of Interior, \$1,145.

L. Gauthier, C. E., Draughtsman, September, 1882, to date, Topographical Surveys Branch, Department of the Interior, \$962.50.

N. B. Sheppard, Draughtsman, November, 1883, to date, Topographical Surveys Branch, Department of the Interior, \$962.50.

J. A. Belleau, D. L. S., Draughtsman, May, 1884, to date, Topographical Branch, Interior Department, \$962.50.

J. S. Dufresne, D. T. S., Computer, March, 1883, to December, 1889, Surveys in the North-West ; September, 1890, to date, Topographical Surveys Branch, Department of the Interior, \$912.50.

E. Chalifour, Draughtsman, February, 1884, to date, Topographical Surveys Branch, Department of the Interior, \$960.

E. Rowan Legg, Draughtsman, 1871 to 1873, Assistant Engineer, Canadian Pacific Railway ; 1882, to date, Topographical Surveys Branch, Department of the Interior, \$871.00.

J. Macara, Draughtsman, 1874 to 1880, Assistant Engineer on Canadian Pacific Railway ; 1886, to date, Topographical Surveys Branch, Department of the Interior, \$830.00.

A. Bristow, D. L. S., Draughtsman, 1877 to date, Topographical Surveys Branch, Department of the Interior, \$830.

J. B. Lepage, Draughtsman, 1883, to date, Topographical Surveys Branch, Department of Interior, \$830.

J. M. O'Hanly, D.L.S., Draughtsman, 1884, to date, Topographical Surveys Branch, Department of Interior, \$830.

S. M. Genest, Draughtsman, 1883, to date, Topographical Surveys Branch, Department of Interior, \$647.

E. W. Hubbell, D.L.S., Draughtsman, 1881, to date, Topographical Surveys Branch, Department of Interior, \$730.

J. H. Reiffenstein, D.L.S., Draughtsman, 1873 to 1889, Departments of Interior and Public Works as D.L.S. ; 1889 to date, Topographical Surveys Branch, Department of Interior, \$780.

P. A. Begin, Draughtsman, March, 1883, to date, Topographical Surveys Branch, Department of Interior, \$647.

E. T. B. Gillmore, C.E., Draughtsman, December, 1889, to date, Topographical Surveys Branch, Department of Interior, \$597.50.

W. S. Surtees, Draughtsman, April, 1885 to date, Topographical Surveys Branch, Department of Interior, \$647.50.

E. Lecourt, Draughtsman, 1878 to 1881, Department of Railways and Canals ; 1886 to 1889, and from 1891 to date, Topographical Surveys, Department of Interior, \$547.50.

P. Turner, Draughtsman, August, 1890, to date, Topographical Surveys, Department of Interior, \$234.

J. Woodruff, Photographer, August, 1890, to date, Topographical Surveys Branch, Department of Interior, \$547.50.

Schedule of Surveyors engaged in special professional work by the Department of the Interior, showing names, duties, period of service and salary :

PROFESSIONAL TEMPORARY EMPLOYEES.

William Ogilvie, D.L.S., Astronomer and Explorer, 1875 to 1876, Block Outline Surveys ; 1877, Survey of Ordnance Lands ; 1878, Exploratory and Indian Reserve Surveys ; 1880, 1881, 1882, 1883, Block Surveys ; 1884, Exploratory Surveys of Peace and Athabasca Rivers ; 1885, Deflection Survey of Canadian Pacific Railway in British Columbia ; 1886, Longitude Determinations ; 1887, 1888 and 1889, Geographical and Exploratory Survey of Yukon and Mackenzie Rivers ; 1890, Exploratory Survey of James Bay and Astronomical work ; 1891, Exploratory Survey in Mackenzie Basin, \$2,190.

Otto J. Klotz, D.T.S., Astronomer and Surveyor, 1879 and 1891, employed on Sub-Division, Outline, Block and Exploratory Surveys ; Canadian Pacific Railway, Travers in British Columbia and Astronomical Determinations, \$2,190.

W. S. Drewry, D. L. S., in charge Triangulation Survey of the Railway Belt in British Columbia ; 1887, 1888, Photographical Surveys in Rocky Mountains ; 1889 to date, Triangulation Survey of the Railway Belt in British Columbia, \$1,825.

J. J. McArthur, D.L.S., Photographical Survey in the Rocky Mountains ; November, 1881, to November, 1885, Outline and Block Surveys and Exploratory Survey ; 1886 to date, Photographical Survey in Rocky Mountains, \$1,825.

J. I. Dufresne, D.T.S., Astronomical Computer, 1883, Sub-Division Surveys ; 1884, Survey of Outlines ; 1885, Indian Reserve and Correction Surveys ; 1886, Road Survey ; 1887, Exploratory Surveys, Lake Winnipegosis ; 1888, Survey to determine Section

Corners along Canadian Pacific Railway in British Columbia; 1890, Outline Surveys. Average salary, 1883 to 1889, \$1,800; present salary, \$918.

Mr. C. FALCONER submitted the following statement:—

SECRETARY'S BRANCH,
POST OFFICE DEPARTMENT, OTTAWA.

To the Civil Service Commission of 1891-92:

The members of the secretary's branch of the Post Office Department, in presenting their views in regard to certain subjects affecting their interests as civil servants, desire to express their appreciation of the courtesy extended to them by the Civil Service Commission in affording the opportunity of doing so.

The recommendations agreed upon by the representatives of the service, copy of which has been presented, are in their general features cordially approved.

It is desired to emphasize some of these and to respectfully present certain reasons for endorsing them:

1. It has been felt that in throwing deputy headships, post office inspectorships, and city postmasterships open to those not in the service, a powerful factor in producing a zealous and efficient postal service has been removed, and that deterioration will certainly follow, unless this mistake is remedied. It is recommended that appointments to the positions mentioned should only be made from those who have been at least ten years in the service.

2. It is recommended that in any case in which one is at his own request and for his own advantage transferred from one department or division of the service to another, he should rank junior to those in the same class to which on transfer he is attached, even although his salary may exceed that of others in the class. Otherwise, reasonable hopes of advancement on the part of those already in the class, who are familiar with and qualified for the work, are liable to serious interference, and no one could, with any certainty, count upon the value of his seniority in view of the fact that at any moment he might be superseded by another brought from another point.

3. As regards the hours of attendance, it may be observed that in this branch of the department no objection has ever been made to remain on duty as long as might be considered necessary to properly dispose of the regular or any special work; when, as is usually the case with the majority of the clerks, the work can be dealt with within the present hours, it would seem to be of doubtful expediency to require a longer attendance. Those whose work necessitated their attendance after 4 o'clock would only be hampered by the presence of others whose duties were completed for the day. If all are sufficiently occupied until 4 p.m. it is doubtful whether the salaries paid or the prospects of advancement are such as to justify a demand for longer hours; and if there is not sufficient work to occupy clerks during the present hours, it is difficult to see what advantage would result from extending the hours.

4. In the matter of superannuation, it might perhaps be worthy of consideration whether a maximum of allowance might not advantageously be fixed, so as to bring about a closer relation between the amount of the superannuation deductions and the amount paid out, and also to do away with the present undesirable practice of granting as retiring allowances in some cases what would be generally considered good salaries for active service. In order, however, that the reasonable anticipation of those who have already been in the service a number of years might not be interfered with, any arrangement in the direction indicated might be made to apply to the future, or from some date in the recent past.

5. It is urged that some board of commission directly responsible to Parliament should be established for the supervision of all appointments, promotions, etc., in order that political influence may not continue to be more potent in securing these than capacity, efficiency, zeal and good conduct. Before such a board, those who feel that their claims for advancement have been overlooked would have an opportunity of presenting their case.

At present the Treasury Board undertakes to scrutinize all recommendations before promotion and to see that the requirements of the Act are complied with ; but it is open to question whether that board can be considered as beyond the reach of political pressure, or whether its work has been done in such manner as to give the service any sense of security that their cases are dealt with strictly according to their merits. It is felt that the Treasury Board has become a sort of Civil Service death-trap, where ingenious methods exist for disposing of those cases which have not a sufficient amount of political influence behind them to enable them to survive the ordeal. No objection need be raised to the board undertaking to interpret the Civil Service Act ; but it seems undesirable that any board should have the power to make and enforce rulings which, though not in accordance with that Act, are made to work with equal authority, to the detriment of those unable to summon sufficient political force, but which are conveniently lost sight of when, for political reasons, it is found desirable to do so. In illustration of this method, there may be instanced a ruling made some time ago, that no one should be promoted to a higher class until he had attained the maximum of the class in which he was serving. This arrangement, which was in no way authorized by the Civil Service Act, was allowed to block for some time the promotion of many who were performing duties entitling them to higher salaries than they were receiving, and whom it was in the interests of the service to promote. After a time, however, cases occurred in which the political pressure was so great that it was found expedient to lay this rule aside for a time. It is hoped that its revival may be prevented, as it was calculated to impair the efficiency of the service, and in some cases to seriously interfere with proper organization.

The rules under which such matters are dealt with should be of a fixed character and well known, and it should not be in the power of any commission or board dealing with such questions to make or alter or lay aside rules to suit their own convenience or political exigencies.

There is a feeling that the Treasury Board exercises a supervision in cases of absence and of recommendations for promotions that is calculated to interfere seriously with the autonomy of the several departments, to improperly depreciate the value of the knowledge and judgment of the official heads in these departments and to lower these officers in the estimation of their subordinates. Though the members of that board are Ministers of the Crown, the officer through whom matters are laid before it is a member of the service, and to a large extent the action taken depends upon his presentation of the case, unless some member of the board is personally interested therein. The Minister of a department and his deputy are in a position to judge as to the qualifications of those recommended, and as to whether the requirements of the department call for their promotion ; and their representations should under ordinary circumstances be accepted, and not be liable to be set aside by those whose personal knowledge of the fact is not sufficient to qualify them to appreciate the merits of the cases presented or to deal with them wisely and justly. The secretary of the Treasury Board, to whom allusion has been made, has many other and onerous duties to attend to, and it is not possible for him, however much he might desire it, to become so thoroughly conversant with the facts in every case throughout the service as to enable him to furnish the other members of the board with so good a basis for action as that supplied by the departments in which the matters for consideration originate.

A board or commission such as is recommended, and which would be accessible to members of the service desiring to present their claims and discuss their grievances, would be in a better position to judge as to the merits of the cases presented, and the service would have a greater feeling of assurance that zeal and efficiency would secure reward, and that it would not be necessary for them to resort to political pressure, and to depend more upon this than upon the character of their services for the advancement they desire.

(Signed) C. FALCONER,
On behalf of Secretary's Branch

SECRETARY'S BRANCH, POST OFFICE DEPARTMENT.

OTTAWA, 20th January, 1892.

To the Civil Service Commission, 1891-92.

In the united recommendations made by the Civil Service to the Commission no reference was made to the matter of salary. The silence on this subject was not, of course, intended to be understood as an admission that the popular cry of over-payment to the service was correct or just, or that a better adjustment in this respect might not be made, involving perhaps the increasing of the remuneration in some directions. It was considered a delicate subject for united representation, and it was thought best to leave the question to be taken up by any individual member who might desire to discuss it, and, generally speaking, to trust to the good judgment and fair-mindedness of the Commissioners.

It is no doubt felt by the more intelligent members of the service that the average salary in the Civil Service, as compared with the average amount and quality of work, is quite sufficient, if not excessive. It seems doubtful whether the contention is correct that the minimum salary of a third class clerk is inadequate, or that the yearly increase is insufficient; it is not desirable to encourage mature men to enter the service, as youths can be more easily trained and rendered efficient. For youths of 17 or 18 years of age a salary of \$400 would seem to be ample for the quality of work assigned, and of service rendered; and it is quite possible at such an age to live on this amount.

On the other hand, it would seem reasonable to consider that the prospect of attaining so high a salary as \$2,800 a year—the amount now paid many of the highest officers next to the deputy heads—ought to have the effect of inducing intelligent and educated young men to enter the service and to devote to it their best energies and acquirements.

It is manifest, however, that all should not be allowed to attain to the highest point, even should their lease of life make it possible. It would be an exceedingly unintelligent arrangement that would require a clerk, however intelligent, capable and faithful he might be, and however superior the nature of his duties, to go through all the stages step by step before attaining the maximum salary of an ordinary chief clerk, \$2,400; but it would be equally unintelligent to so arrange salaries and annual increases that every member of the service might reach that point.

As regards classification, it may be urged that this should be determined to a greater extent by the character of the work. At present the same classification applies where the work is simple and purely routine as when the work is of a much superior character, requiring a greater measure of natural ability, education and practical experience. It might, it is thought, be properly claimed that the scale of remuneration should be greater in the case of those engaged in correspondence than in the case of those occupied in checking returns, transcribing, etc. Those who, like the secretary of the Post Office Department, insist upon a high standard in correspondence, are well aware that it is more difficult to secure and develop capable correspondents than any other class of clerks. A system of classification that does not recognize and provide for such distinctions is necessarily imperfect and unjust.

In this matter of salary there are two important considerations which the Commission will no doubt not overlook. 1.—In comparing the salaries of the Civil Service with those paid in banking institutions and commercial establishments, there is this fact to be carefully kept in view that a civil servant has no prospect of being anything but a servant, and all he learns, every increase of expertness, every development of his mental capacity, and every added insight into principles and methods of administration, only add to the value of the investment which the country possesses in him, and do not add in any great degree to his value to himself in any other capacity or occupation than that in which he is. On the other hand, those who enter banking and commercial life may well be content with the limited salaries often paid at first, because they are all the time acquiring knowledge and experience which, if they themselves are of the right stamp, may fit them for the positions the emoluments of which are many times greater than those attaching to the very highest positions in the Civil Service. In the mean-

time they are dealt with strictly according to their individual merits, an advantage which civil servants, unfortunately, do not enjoy. It is true that the great majority in such lines as those referred to never attain to very much; but this does not alter the fact that the possibility is there, and that this constitutes an important difference between such cases and the case of the Civil Service. In the one case, the employee learns the business for his own benefit, and with a view to emerging one day from the condition of a servant. In the other, all the added stores of knowledge and experience acquired are for the benefit of the employer, from whose service there is usually no release so long as the servant's powers of body and mind remain.

The second important consideration is this, that the anomalies and improprieties which exist in the payment of services rendered in civil government cannot be remedied by the laying down of any inelastic set of rules, such as usually go to make up a Civil Service Act. As railway accidents by collision might be prevented by forbidding the running of trains at a higher rate of speed than six or seven miles an hour, so all undue payment for government services might be prevented by fixing the maximum salary at a rate adapted to the lowest class of work, and the lowest capacity, or by making advancements and promotions to the higher positions so slow and difficult that attainment will be well nigh impossible. But it is manifest that such a course would be utterly destructive of efficiency and zeal, and would eventually lead to unintelligent chaotic administration. What is required is the distinct enunciation of a few fixed rules and principles, with a wide margin left for the exercise of judgment, intelligence and personal responsibility on the part of those entrusted with the administration of affairs. The Civil Service cannot be successfully and advantageously administered by a machine; and it would be unwise to attempt to frame an Act which would be of this character, and the effect of which would be by arranging to prevent everything improper, to prevent also that which was proper and desirable. If, as the Commission and all intelligent people desire, the standard of efficiency in the service is to be increased, and abuses remedied, there should be every care taken to avoid cast-iron rules or arrangements that would tend to make the administrative officers mere machines, by depriving them of the necessity for the exercise of their personal responsibility for deciding as to the claims and merits of their subordinates, and by rendering unnecessary or of little value their experience and judgment in such matters.

There seems no room for doubt that the imperfections and evils existing in the administration of civil affairs arise largely out of the system under which appointments are made, and promotions, in a large number of cases, secured. Appointments being considered a sort of reward for political services rendered, it is more difficult in the Civil Service than in other spheres of labour to bring to bear upon those employed the pressure necessary for securing efficient service. The appointee may prove himself inefficient and insubordinate, and yet it is practically impossible to dispense with his services, or even to inflict minor penalties. Even if only a limited proportion were so securely entrenched as this, it would still be felt impossible to deal differently with the others with any show of justice. It thus becomes exceedingly difficult to apply to the Civil Service the methods of administration that would work effectively in a private business establishment. Moreover, not only are appointments made through political influence, but advancement is in a large proportion of cases secured in the same manner; and the cultivation of political favour thus becomes a matter of more importance than the increase of zeal and efficiency. To stand well with friends possessing political influence is of more value to the average civil servant than to stand well with his official superiors.

The present system of appointment not only works disadvantageously in the ways described, but it leads to the employment of a larger number than the requirements of the case justify.

It is much easier, however, to observe and describe evils than to suggest a remedy. It is doubtful whether the possessors of political patronage are prepared to part with what seems to them an element of power to be used for the furtherance of their own ends. Even if they were willing to forego this doubtful advantage, it by no means follows that the system of purely competitive examination should be adopted or would

be attended with better results. The objection to this system might, however, be largely removed by modifying it in the following manner. In a case, say, in which 50 clerks were required, the 100 who obtained the highest number of marks, or all those who obtained 65 per cent might be subjected to another examination less scholastic than the former, and more practical and definite, due regard being had to the nature of the duties to be performed. Where possible this examination might be partly oral. Such an examination might be made to serve as a test of the intelligence as well as the knowledge of the candidates, and of their capability of dealing with matters in a practical common sense manner.

A system such as this would certainly minimize the danger of over-crowding, and would render it possible to apply business methods in training and controlling the employees. What was gained by personal effort would require to be retained by the same means ; and it would seem reasonable to expect that those who secured appointment without political favour would be less likely to look in that direction for advancement than to those appointed under the present system. It is, of course, recognized that those who may be able to pass the best examinations are not necessarily those whose services would practically be found most valuable ; but it would seem more than probable that the proportion of those qualified in mind, temperament and disposition for the duties of civil servants would be at least as great as the proportion of those appointed in the present way. The college graduate and medallist is not necessarily the most useful man for ordinary practical work, but it is probable that should any intellectual prizes secure appointment they would, in the absence of political pressure, and if sufficiently useful, be caused to lay aside much of their mental encumbrances, and be taught to deal practically and intelligently with ordinary matters. If the competitive system were adopted it would be perhaps desirable to fix the limit of age for appointment at 25 or even less.

Under whatever system, however, appointments may be made, it would be desirable to require in all cases the most complete and satisfactory testimony as to character. Under careful supervision, good work may be secured even where there are defective judgment and inferior mental capacity ; but where moral character is lacking, satisfactory results cannot be attained, and the duties of supervising officers are rendered vexatiously difficult.

The appointment of a Civil Service inspector, as suggested by the Premier last session, would probably be attended with good results, if the proper person were secured for the position, and his duties and powers clearly defined. Such an officer could accomplish much good by visiting frequently the several Government offices, satisfying himself by personal examination that the work was being done promptly and properly, suggesting improved methods of work, examining the attendance books, enquiring as to the causes of absence and cases of misconduct, devising and applying means of checking irregularities, &c., &c.

(Signed) C. FALCONER.

Mr. M. McKINNON stated that he was appointed to represent some of the temporary clerks in the Department of Railways and Canals, and read the following letter, embodying their views, which had been addressed by them to him :—

OTTAWA, 4th January, 1892.

SIR,—We, the undersigned temporary clerks of the Department of Railways and Canals, especially such as are employed in the clerical branches of the service, embracing 30 or more persons, after conference had and due deliberation, have agreed upon the following points regarding our position and experience in the service, which we authorize and request you to submit to and urge upon the attention of the Civil Service Commission :

1. That we were severally appointed to positions as temporary clerks, many of us with distinct promises of being raised to the permanent staff as opportunity offered ; and
2. That the present scale of pay of this class of service is not adequate to the increased cost of rents and living in the city. Recognizing this to be the case in his

own department, the acting Minister of Public Works, only the other day, we are credibly informed, raised the pay of a large number of his temporary clerks, some fifty cents, some twenty-five cents a day and some a lump sum by the year—and according to the Auditor General's report there are over a hundred temporary clerks in that department.

3. That the privileges of summer holidays and sick leave which we enjoyed in common with permanent clerks have been withdrawn from us.

4. That we feel this, and regard it, as a partial and cruel Act, for the following reasons:—

1. That of all professions the Civil Service is the most sedentary and consequently the most wearing on the mental as well as the physical energies. "Man's inhumanity to man" can hardly elsewhere be more plainly discovered than in this dark order. That an employee, who, from want of necessary recreation and from close work, has become for a time incapacitated for discharging his customary duties, while likely also at unusual expense for attendance and medical treatment, as if to aggravate his misery, his pay is withheld.

2. That the teaching profession, banks and all respectable business enterprises accord their employees holidays without sacrifices of pay. School teachers, during illness, are paid as well as their substitutes, and even our domestic servants are granted these privileges.

For these reasons, and also on the ground that our country is young and that its industries and public works are in their infancy and formative state, and more likely to increase in magnitude and labour, than to diminish, in this generation at least, we earnestly and respectfully request:—

1. That all efficient temporary clerks, who have served satisfactory probationary periods, be raised to the permanent staff, especially such as are doing permanent clerical work, and that these be given the maximum salary of third class clerks. We would urge this more especially on behalf of such as have been in the service anterior to and continuously since the passing of the Civil Service Act of 1882, notwithstanding anything inimical to this prayer contained in said Act.

2. That all temporary clerks be given the usual summer holidays, sick leave and privileges accorded permanent clerks.

3. That with regard to the proposed lengthening of the hours of work, we would respectfully submit, that for an employment which embraces all, or nearly all, of man's active life, with scarcely any provision, or lighter situation in view suited to advancing years, the hours are sufficiently long, and longer than they really appear to be, for, as compared to especially the teaching profession, there are few holidays or opportunities for recreation.

On behalf of the temporary clerks of the Department of Railways and Canals.

(Signed)

CHAS. W. ROSS,
J. L. DAKIN,
P. F. DESLAURIERS,
S. R. LOFTUS,
R. W. BRECKEN,
A. CRAWLEY,
P. D. DORAN,
FRED. H. D. VEITH,
M. O'NEIL,
M. DESJARDINS,
E. C. ENRIGHT.

To MR. M. MCKINNON,
of Railways and Canals Department,
Representative to the Civil Service
Commission on behalf of the Temporary Clerks.

Mr. JOSEPH A. DOYON made the following statement on behalf of the clerks in the Department of Inland Revenue :—

The clerks of the Inland Revenue Department are of opinion that a slight change ought to be made in regard to salaries. We do not wish to ask for any change that will entail additional expense ; but we respectfully submit that the minimum salary for third-class clerks, \$400, is too low. This is not so much the case with those new clerks whose families live in the city of Ottawa, and who are able for that reason to live on a smaller salary than those whose homes are not in this city. Every one knows that Ottawa is a very expensive city to live in for young men coming here from a distance ; and those who are obliged, as many of us have been, to begin at the very bottom of the ladder, find the first few years in the service to be very trying indeed. For this reason we think the minimum salary of a third-class clerk should be increased to \$600, or else that he should be appointed at \$500 for the first year, with the provision that if at the end of one year's probation he is found fit for his position, the salary shall be increased to \$600. In our outside service the minimum salary is \$500, which, after six months' probation, is increased to \$600. We also think there should be a difference between the maximum salary of a second-class clerk and the minimum salary of a first class clerk, which are at present the same, namely, \$1,400. If a man has been in the department as a second-class clerk for number of years, and it is thought advisable to promote him to the first-class, we think the promotion ought to bring with it an increase of salary. The same rule should apply to the maximum salary of a first-class clerk and the minimum salary of a chief clerk. One of the clerks in the department, Mr. J. F. Brown, has asked me to lay before the Commission his special case, which is explained in the following letter :—

INLAND REVENUE DEPARTMENT,
OTTAWA, 5th January, 1892.

To the Members of the Civil Service Commission :

GENTLEMEN,—I was appointed by the Honourable A. T. Galt, in 1865, as a second class clerk, with the understanding that on passing the necessary examination I should be raised to the rank of first class.

I complied with the law and practice of that date, and thereby acquired what, as I claim, is a vested right in such qualification.

I enclose a copy of the certificate.

The Act 51 Vic., chap. 12, sec. 15, also bears upon the subject.

Under these circumstances, may I request an expression of your opinions as to my right to exemption from undergoing any further examination.

I am, Gentlemen, with every expression of respect,

Your obedient servant,

(Signed) JAS. F. BROWN.

(Copy).

CERTIFICATE OF THE BOARD OF EXAMINERS.

Under the 20th Vict., Chap. 24, intituled "An Act for Improving the Organization and Increasing the Efficiency of the Civil Service of Canada."

The Board of Examiners established under the authority of "An Act for Improving the Organization and Increasing the Efficiency of the Civil Service of Canada," certify that Mr. James F. Brown was examined on the 27th February, 1865, and that his examination as to fitness and his testimonials of moral character were found satisfactory,

By order of the Board,

(Signed) E. A. MEREDITH,

Acting Chairman.

Mr. GEORGE BELL, of the Department of the Interior, submitted the following statement :—

OTTAWA, 12th January, 1892.

To the Members of the Civil Service Commission :

On behalf of the clerks of the Department of the Interior, we beg to submit the following report with regard to salaries and work. We think the maximum salary of a third-class clerk, \$1,000, is not too high, but the minimum is too low. It should be high enough to afford reasonable attractions to men of liberal education, or men beyond their teens and having considerable experience of life. The present minimum salary of \$400 a year is much less than such men can command outside the service.

Moreover, it is insufficient to enable a man to live in a manner at all in keeping with the dignity of the service. We would also point out that it is much less than the minimum salary paid either in the English or American service. In the former the minimum salary is £100, with triennial increments till the maximum of £400 is reached. This maximum is reached in 24 years. Besides this salary, extra pay may be earned to the extent of £200 a year.

When it is remembered that living is cheaper in London than in Ottawa, the contrast will appear the greater. In Washington, the lowest salary paid to a classified clerk is \$1,200 per annum. Other unclassified clerks are employed, of whom very few receive less than \$900 per annum, and none less than \$660 per annum.

In consideration of these things, we deem it but reasonable to ask that the minimum salary be at least \$600. This would tend to allay much of the discontent amongst the lower ranks of the service.

We also think that provision should be made in the Act for extra remuneration to permanent clerks who do extra work, *i. e.*, more than ordinary work

There are times when there is unusual pressure of work, or when special work of some kind is required to be done, and when clerks are required to work after office hours for lengthened periods. We think it but fair that at such times extra pay should be given for extra work performed. This is done in the English service, and in our present Civil Service Act provision is made whereby this is done in two departments—Finance and Post Office. Why should not clerks in other departments receive similar treatment ?

It is also respectfully urged that provision should be made whereby a clerk shall be eligible for promotion to a higher grade whether he has reached the maximum salary of his class or not. Cases have occurred in which a clerk performing duties properly belonging to a higher grade, but who has not reached the maximum of his class, has been recommended for promotion, and has been refused his step, being compelled to wait until he had been at the maximum salary of his class for one year, thus delaying his promotion for several years. It is submitted that this system is detrimental to the service, as it discourages those who desire to advance themselves by good work and tends to make their work in general more or less perfunctory.

Attention is also called to the want of proper office accommodation. Some of the rooms used as offices are quite unfit for the purpose, being badly lighted and without proper means of ventilation, and in addition to this are often overcrowded.

We would further state that, speaking generally, the offices are insufficiently equipped, the furniture and office fittings being frequently of a "make-shift" character. This is due in a great measure to the difficulty and delay experienced in obtaining articles absolutely necessary for the proper working of the office.

(Signed)

GEORGE BELL,
W. F. KING,
FRANK S. CHECKLEY,
J. S. EAGLESON.

Mr. R. N. VENNING, on behalf of the clerks of the Department of Fisheries, submitted the following statement :—

As a representative of the Department of Fisheries, I have subscribed my name to the report of the delegates chosen to represent the several departments before the Civil Service Commission, unanimously adopted at a meeting of such delegates.

This report embodies the views of those whom I represent, on the general points touched therein, but on some other points not touched upon, or only partially so, I am directed to further represent the views of my fellow clerks as follows :—

CLASSIFICATION.

The existing classification under the present Civil Service Act : 3rd class, 2nd class, 1st class, and chief, appears to meet the requirements of the service, while at the same time is satisfactory to the clerks. No change would therefore be desirable.

SALARIES.

The salaries attaching to the present classification are generally acceptable.

The only change which would recommend itself would be the increase of the minimum of the 3rd class.

INCREASE OF SALARIES.

The present annual increment of \$50, as granted on the recommendation of the head of the department, is viewed as satisfactory. It acts as an incentive to the proper performance of duty, and affords a prospect of improvement.

SUPERANNUATION.

In order to assist as much as possible in making this fund self-sustaining, it is thought that only in case of abolition of office should any added term such as provided by section 11 of the present Act be granted.

EXTRA PAY FOR EXTRA WORK.

In the Department of Fisheries there occurs annually work of a temporary and special nature (outside of the regular office work) in connection with the distribution of the fishing bounty to fishermen which has been voted by Parliament for the past ten years.

This work has been performed both by the employment of temporary assistance, and by the staff of the department after office hours, and it has been proved that it could not only be accomplished in a much shorter time, but in a more satisfactory and economical manner by the latter system than by the former.

HOURS.

The experience of the Fisheries Department has been that there is no cast-iron rule which would be so hard to observe as one affecting the hours. There must be a slight element of give-and-take, for a clerk who works some hours at night is naturally of opinion that slight latitude should be given him. No clerk would drop his work just when the hour arrived were it 4, 5, or even 6 if its importance demanded his presence longer.

In the Fisheries Department an arrangement has been adopted which provides a solution of the difficulty. Those clerks who so desire were allowed to take an hour to lunch on condition that they remained an hour later. They choose their time to enable their whereabouts to be known.

Those who, living long distances or from disinclination do not avail themselves of this privilege, were not expected to remain, although they also have invariably remained at times when their work demanded.

CLASSIFICATION OF WORK.

As much the same condition obtain in the Department of Fisheries as existed at the time of the last Civil Service Commission, the views of the Department of Marine

and Fisheries as expressed before the Commission in 1880, on the question of classification of work, are concurred in as follows :—

“ While dealing with the subject of classification of clerks, it is felt that it cannot well be dissociated from the idea of classification of work. The two should be co-ordinate. In every department there are kinds of work between which distinct lines can be drawn. Firstly (to begin at the bottom), there is the transcribing and keeping of papers ; secondly, work requiring the man of method and arrangement, who is endowed with average intellectual powers, and with those qualities which belong to one of good business habits ; and thirdly, work which can only be done by the man of ability, energy and sound judgment—the ready writer and clear reasoner.

“ As some departments differ very much from others in point of quality of the work—some departments being occupied with a greater proportion of inferior or routine work than others—it is suggested that in any theoretical organization which might be devised, the classification of the workers may be placed, as far as possible, on a par with the classification of the work.”

Respectfully,
(Signed.) R. N. VENNING,
Representative Department of Fisheries.

Mr. W. H. HARRINGTON addressed the Commission as follows :—

I represent the Savings Bank Branch of the Post Office Department. The staff I represent are in general accord with the statement of the delegation which has been submitted. In addition, however, they desire to bring before you a few special points relating to themselves. The classification at present prevailing is not adapted to the requirements of the Post Office Savings Bank Branch. The one serious objection to it is the length of time necessary to pass through the different classes. Under that classification and according to a ruling recently made, a man is required to serve 40 years before he can attain to the maximum salary ; and the expectation of life in the case of a man entering the service at 20 years of age, is hardly 40 years. Our staff is of opinion that a classification should be applied to them which will not necessitate so great a length of service to enable a man to reach the higher grades. They also think that the minimum salary is too low—that it should be increased to \$600. I know from my own experience that a person cannot live in Ottawa on such a small salary as is given to clerks first entering the service. I entered the service myself at a salary of \$300, which did not cover the cost of my ordinary board and lodging. We think that \$600, at the present rate of living in Ottawa, would be a fair salary for persons coming here from other localities.

Mr. H. FLETCHER and Mr. W. H. C. SMITH, on behalf of officials of the Geological Survey Department, submitted the following statement :—

To the Civil Service Commission :

GENTLEMEN,—In accordance with instructions from you we, the delegates appointed by the staff of the Geological Survey Department, would respectfully lay before you our views on some subjects affecting the staff :—

1. We would express in the strongest terms our concurrence in the joint report submitted to you by the delegates from the various departments.

2. But this report does not refer to the classification of technical officers, of which the staff of this department is almost entirely composed.

The duties of these officers should be clearly defined. Section 9 of this Act, 53 Vic., chap. 2, respecting the department of the Geological Survey, which enacts that “ persons in one section of the department may be directed by the Minister to perform any duty in or with respect to any other section,” is in our opinion open to grave objection as indicating lack of system and thoroughness. In most enterprises success is achieved by specialists ; therefore in our opinion the duties ought rather to be more specialized for the different branches of the service.

In this connection we would remark that much valuable time is now lost by the technical officers in copying manuscript and doing other clerical and apprentice work that could be as well done by typewriters and junior assistants. An increased messenger service is also required, and the messengers should attend not only on the deputy head but also on the other officers.

Additional clerical assistants would enable the Field Staff engaged in the all important work of investigating the resources of the country to spend more time in the field.

In the Geological Section in 1890, there were sent out fourteen field parties, accompanied by five assistants from the office, and the average number of days spent by these fourteen parties in the field, including time spent in going and returning, was one hundred and eighteen days, or probably about three and a-half months only spent in actual field work in that year.

It is recommended that more time be spent in the field by those officers engaged in palæontological and lithological work, and that to secure a more systematic collection they work in conjunction with the field geologists and explorers. This would also allow the latter to devote their time more exclusively to their especial work.

In the past the parties have often been delayed by the late passage of the Supply Bill, and because the funds voted are not available until the 1st of July. Some means of removing this cause of delay is very desirable.

Further as hampering the efficiency of the field parties we would also deprecate the appointment of new and untried assistants for the summer field work. It often happens that assistants who are thoroughly acquainted with, and who have had two or three years' experience in our especial work (experience which can be gained nowhere else) will not engage another season for the salaries the field officers are empowered to offer, and their places have to be filled by young men who, however intelligent and zealous, are unable, through inexperience, to give any practical and valuable aid.

3. The best interests of the department and its work will also be served by a definite recognition of the principle that in all matters pertaining to the policy of the survey, the assistant directors should be called upon as an advisory board to exercise their consultative functions and similarly the other officers with regard to the work entrusted to them.

In all progressive sciences differences of opinion with regard to the meaning of terms frequently occur, and different interpretations of facts are maintained, and we would like to have it clearly defined how far a superior officer should, beyond his advisory power, alter the sense of individual reports in accordance with his own views.

In any case the author should be allowed to correct the proof-sheets and revise his report when going through the press.

It is thought most desirable in all cases, when a report is the result of the combined labour of an officer of the staff and his official assistant (or assistants) that the name of the assistant (or assistants) appear on the title page with his official rank appended.

4. Some written general instructions should be issued for the guidance of the staff, and also particular instructions to each officer with regard to the special work allotted him, as his authorization and legal warrant for expenditure involved.

5. The remuneration of the various officers and clerks should be examined and adjusted with due regard to efficiency, work done and years of service. In this connection we beg to quote from the summary report of the Director to the Honourable the Minister of the Interior for the year 1890, page 7:—

“ A scale of remuneration should be established in the department, more in accordance than it is at present with that which obtains elsewhere, and even in other departments of the public service and in the universities of Canada, for requirements and experience such as is required of the technical officers of the Geological Survey, and in view of the risks, hardships and responsibilities they are often called upon to undertake. It should further be borne in mind in considering this matter that the officers of the department are strictly prohibited from engaging in the private practice of their profession, for which there are many opportunities, and by which their incomes could be often largely augmented. As professors in the universities there are no such restrictions laid on them,

while the salaries are larger and vacations longer. The result is that our best and most capable men seek employment elsewhere. Since July, 1887, four such cases have occurred. Three of these are now university professors with considerably larger salaries than they would have received had they remained on the Geological Survey.

“In this connection it may not be out of place to quote the words of a leading article which appeared in the *Montreal Herald* on the 24th of February, 1885, as follows:—

“The field operations of the Canadian Geological Survey are so vast, the interests involved so great and so far-reaching, the staff provided for the work so weak numerically, that it is important to all the interests at stake that such officers as are called upon to bear the responsibility of the duties of the survey, should be the best obtainable, and their salaries in keeping with their high attainments.” The truth and applicability of the above remarks cannot be refuted; they are as pertinent now as they were in 1885.

We would refer the Commission also to the opinions expressed by the Hon. Mr. Dewdney and Sir Richard Cartwright, reported in *Hansard*, House of Commons, 1891, page 446.

In addition to these considerations we would suggest the comparison with the United States Survey, whose officers throughout the various ranks receive salaries nearly double those paid here. There the assistant directors receive two-thirds the salary of the director, while here they are appointed at less than one-half, and cannot attain to more than three-fifths his salary.

The salaries in this department are throughout much lower than those which all professional work of a similar character commands even in this country, not only in the Government Departments, but also elsewhere. (See Appendix A.)

6. The joint report recommends that “Those extra clerks who have been continuously employed for a number of years, whose services will be needed in the future, and whose qualifications fit them for appointment should be put on the permanent list.”

There are on the temporary staff a number of explorers and geologists who have been engaged in this work for terms of years ranging from eight to ten. Not only is an injustice done these men in keeping them in a state of uncertainty for so many years, but they receive salaries disproportionate to the importance of the work they are engaged in. This mode of payment of geologists and explorers involves too the expenditure in salaries of too large a proportion of the special grant voted by Parliament annually for the purpose of defraying the expenses of geological investigation and exploration. (See Appendix B.)

Such employees receive no annual increase, and under present rules are denied holidays and sick leave, while doing the same work, and as permanent in its nature, as those on the Civil List. This seems to us a great injustice.

In this department several appointments of men from the outside have been made while men fully qualified to fill the office, and who have served for years on the temporary staff have been passed over.

7. We would point out to the Commission the unsuitability of the building at present occupied by the department. The offices are so crowded that in one room there are six heads of field parties with three or four assistants. Owing to the small size of the room set apart for the library the books are in great confusion.

We would like to recommend that the very bad sanitary condition of the building be improved by the introduction of proper ventilating appliances in the different rooms, and also in the attic space under the roof; that the closets, which are immediately below rooms used as offices should be ventilated; that the annoyance caused by the escape of illuminating gas be obviated by the introduction throughout the building of the electric light, among the advantages of which may be enumerated greater safety from fire, improved light for draughting, convenience and economy.

With regard to the museum, it is particularly to be regretted that so fine a collection as is now available should be cramped in such small quarters in a building that has no pretensions to being fire-proof, and is doubtfully of sufficient strength to bear such a

bulky and weighty collection. Hundreds of specimens of all kinds that it would be interesting and advantageous to exhibit are packed away in drawers underneath the show cases, simply because there are no facilities for exhibiting them. The natural history collection suffers particularly in this respect.

The whole collection is one which for completeness and excellence stands unrivalled in Canada, and is excelled by few in America. It contains many unique and many type specimens, has cost hundreds of thousands of dollars and half a century of diligent search, and it seems a great pity that a collection which no money could buy and no toil replace, should be hidden in an unsafe and unsuitable building.

8. The publication of the official reports and maps is delayed, often by causes which cannot be removed, such as the time required to collect and put in shape the requisite information ; and in order to render more quickly available the information gathered each year, we would suggest the publication of brief interim reports or the enlargement of the summary reports, accompanied where such would be useful by sketch maps of such new ground as may have been recently covered.

As the President of the Royal Society of Canada and many eastern geologists have strongly urged the systematic publication of facts relative to the distribution of organic remains in Quebec and the Maritime Provinces, it is desirable that this work should be undertaken.

As the credit of the department and the weight given by the public both here and elsewhere to its opinions and statements, is evidently dependent not only upon the efficiency of the staff as departmental officers, but also upon their professional reputation, it is in the interest of the service and of the country that their legitimate ambition in respect of maintaining and increasing this reputation should be afforded all reasonable outlet. The country demands to know as speedily as can be made public, not only the views of the department with regard to the resources of any district, but also the personal opinions of the officer who is appointed to report on that district.

For these reasons the individual officers should have the privilege and be encouraged to express their personal views through the most convenient channel, interim reports published by the department, scientific or other magazines and newspapers, in addition to, and if expedient, prior to the publication of the official report.

The members of the staff best acquainted with any district should be sent to represent the survey at all important meetings for the discussion of mining and scientific subjects relating to that district ; and opportunities of working and meeting with foreign geologists should be granted in order to keep the staff *en rapport* with the progress of science elsewhere.

9. Every means should be adopted to increase the distribution of the information obtained as affecting the usefulness of the department and the needs of the country. One of the most important means is afforded by personal contact of the officers with those interested in the universal development of the country and its other resources on which the survey work has a bearing.

We claim that the ones best qualified to direct the distribution of the reports of any district are the authors ; they are acquainted with most of the people interested, and we would therefore suggest that the fullest power consistent with economy be granted the staff with regard to the distribution of these reports. These reports and maps cannot be relied upon as any considerable source of revenue, but every facility for the purchase of them should be offered in every locality where they are likely to find a purchaser.

Equally qualified with the staff to direct this distribution are the members of Parliament and Senators whose constituencies lie within the various districts under examination, and we would suggest therefore that in addition to the number of complete annual reports allowed these gentlemen a large specified number of the district reports as they are published, be given them for distribution. Or we would suggest that the report should be published, not by the Survey but by Parliament, as are those of other departments, the survey paying for an edition for distribution and for the use of its officers, and the Queen's Printer having control of the sale of all survey publications.

The present system of distributing from a fixed list the whole report (part of which only is probably of interest to the recipient) seems to us ill-advised.

A brief synopsis of each annual report should be prepared for the newspapers. Through the Toronto and Montreal dailies alone 150,000 readers would thus be reached.

10. A catalogue of the museum and of the library and an index of all the publications of the survey to date would be of great public utility. The catalogue of the museum should be distributed largely over the country in order to draw attention to the value and importance of this national collection.

11. In considering the accounts of field expenditure some uniform system should be observed with regard to the passage or rejection of any item.

12. All reference to matters affecting individuals or a limited number of individuals has been avoided and the views here embodied are suggested in the interests of the whole staff.

Some such individual matters have however been entrusted to us to bring before your notice. They have for the most part been made the subject of complaint to the Minister.

(Signed) HUGH FLETCHER,
W. H. SMITH.

APPENDIX "A."

SALARIES OF TECHNICAL OFFICERS OF OTHER DEPARTMENTS.

C. Schreiber, C.E.	\$6,000 00
P. S. Archibald, C.E.	3,500 00
H. A. Whitney, M.E.	3,200 00
W. Ellis, C.E.	2,900 00
J. Unsworth, C.E.	2,000 00
J. C. Nelson, D.L.S.	2,190 00
W. A. Austin, D.L.S.	1,800 00
G. Stewart, D.L.S., Superintendent National Park	1,800 00
J. S. Dennis, D.L.S.	1,825 00
H. James, Architect	1,800 00
T. Macfarlane, Dominion Analyst	2,800 00
R. C. R. Cassels, Lawyer	3,200 00
F. A. McCord, Lawyer	3,200 00
A. Power, B.C.L., Lawyer	2,350 00
G. L. B. Fraser, B.A.	1,800 00
O. S. Strange, M.D.	1,800 00
W. F. King, D.T.S.	1,800 00
Wm. Pierce, D.L.S., Inspector of Mines	3,200 00
H. F. Perley, C.E.	4,000 00
T. Fuller, Architect	3,200 00
W. Fitzgerald, M.A., Actuary	3,000 00
J. R. Steckel, C.E.	2,300 00
Prof. W. Saunders(and house)	4,000 00
J. R. Arnoldi, M.E.	2,350 00
W. P. Anderson, C.E.	1,900 00
J. Fletcher, Entomologist(and house)	\$1,500 + \$100
F. Shutt(and house)	\$1,200
Com. Boulton, R.N.	about \$3,600 00
Louis Coste, C.E., Public Works Department	2,007 50
John Bowes, Architect	2,160 00
W. Ewart, do	2,280 00
F. N. Gisborne, Electrician	3,000 00

J. P. M. Lecourt, Architect	\$2,000 00
D. H. Keeley	1,500 00
F. C. Lightfoot	1,600 00
R. C. Douglas, C.E.	1,825 00
H. A. Fissiault, C.E.	2,300 00
J. F. Lynch, C.E.	2,550 00
T. Ridout, C.E.	2,800 00
Marcus Smith, C.E.	4,500 00
J. Spence, C.E.	5,000 00
H. H. Smith, Land Commissioner	6,000 00

SALARIES OF OFFICERS OF UNITED STATES GEOLOGICAL SURVEY.

Director	\$6,000 00
Five geologists	4,000 00
Twelve geologists	\$3,600 00—2,000 00
(All of them receiving the lower salaries acting as assistants.)	
Four assistant geologists	\$1,800 00
Ten do	\$1,600 00 ; to, 1,200 00
Eight do	\$5 per day.
One paleontologist	\$4,000 00
Six do	\$3,600 00—\$2,000 00
Chemists	3,000 00— 2,000 00

APPENDIX "B".

In this department also there exists among the temporary employees an invidious distinction between the geologists and those doing allied or accessory work, the lithologists and one of the draughtsmen (both junior in terms of service) receiving 50 cents per diem more than any geologist on the temporary staff. We do not consider that these officers receive remuneration adequate to their abilities or to the requirements of their office or that equals the standard obtained elsewhere, and the geologists therefore consider that their salaries are still more widely disproportionate.

The Chief Draughtsman of the Geological Survey is not at present classified as a technical officer. He is however, in our opinion, entitled to this rank *ex officio*. Were it otherwise Mr. Barlow was for many years on the field staff, and has made among others a most thorough (Report for 1871-72, page 13, line 8) survey as attested by Sir William Logan, of the Cumberland coal field in Nova Scotia, one of the most important mining districts in the Dominion. His father, too, at superannuation had ten years added to his length of services because of special technical qualifications possessed at the time of first appointment to the staff of the survey. Mr. Barlow entered the service on the same terms and in Logan's *Geology of Canada* (p. XIII and Atlas of Maps and Sections p. III) the "Map to show the distribution of our Geological Formations" is said to be the joint work of Mr. Barlow and his father. The Chief Draughtsman of the Dominion Lands Branch is classified as technical officer, and some stronger reason than has yet been given by the director would seem to be necessary to explain such an anomaly as the exclusion of Mr. Barlow.

Mr. FLETCHER further stated:—

In addition to the individual cases mentioned, I wish to bring before you that of Mr. Weston who has been in the service for 33 years, and who asks to be classified as a first class clerk. He contends that his requirements entitle him to rank as a technical officer. He has taken charge of the Ethnological Museum for the last five years, during which time he has received and catalogued all the specimens. He was engaged by Sir William Logan in 1859 as a skilled lapidary, and he has been engaged in microscopic work, field geology and field topography from British Columbia to Newfoundland. He has collected specimens for several exhibitions, and took charge of the geological exhibit

at Philadelphia. At present he ranks as assistant curator, but in reality he is the curator, because Dr. Thorburn, who ranks as curator, has not been there for several years. Mr. White was given the position of curator, but he himself says that he does not know that he is curator.

4098. Unless there is some general complaint, the Commissioners cannot deal with individual cases of classification?—There are perhaps a dozen men in the department who complain of want of recognition of their qualifications.

4099. Is there a certain proportion of your staff who feel that sufficient consideration is not given to their attainments as technical officers in their classification?—Yes, and you might put it broadly—that there is not sufficient sympathy on the part of the head of the department with those who do the work of the department.

4100. Had you a full meeting of the department at which that report was adopted?—It was unanimous, and they were all present except Mr. Hoffman, and I think they all assent to everything contained in that report.

4101. You make the report with a proper sense of the responsibility and with the understanding that it may possibly be published?—I think so.

Mr. SMITH.—We did not expect that it would be published, but it was made with the full understanding that if it were necessary we had no objection to its being made public.

Mr. FLETCHER.—That represents, I think, the general consensus of the staff.

Mr. SMITH.—I may say that two of the assistant directors, who do not join in this report, thought that acting as they frequently did, as acting directors, they did not care to take any part in it. Their feeling was that if they did, their doing so might hamper us in our expression of opinion, and therefore they took that position as much in justice to us as for any other reason. But so far as we know they have no hostility to anything contained in the report. So that practically, I think the whole staff below the director concur in it.

Mr. FLETCHER.—The document was submitted to everyone on the staff except the director. Two of the assistants refused to sign it for the reasons stated; the other three assented to it.

Mr. H. H. MORTON submitted the following:—

POST OFFICE DEPARTMENT, OTTAWA.

To the Civil Service Commissioners.

GENTLEMEN,—Before the Civil Service Commissioners report upon the Post Office Department and the workings of the various branches thereof, we, the undersigned members of the staff of the Long Room of the Dead Letter Branch respectfully ask that a visit be paid us by the said Commissioners unattended by any chief officers of the department or branch.

We beg leave to state that as a staff we have had claims and grievances for years which have not been settled, and although our chief officers have had cognizance of the same no action has taken place.

We maintain that it is a menace to our health and a serious impediment of the efficient performance of the work that 27 clerks (10 ladies and 17 gentlemen) should be obliged to work in a room 24 feet x 49 feet; or, practically, 24 feet x 43 feet (6 feet being taken up by cupboards). In this room are kept all the requirements (desks, cupboards, etc.), pertaining to the work. In one of the cupboards are placed the various unregistered parcels of all descriptions received from time to time, the contents of some of them (untanned skins, or matter of a like objectionable nature) often render the atmosphere of the room anything but savoury.

A large box wherein should be placed all the unclaimed newspapers from every post office in Canada encumbers the room. On an average twelve sacks of these newspapers are piled around this box daily. Frequently the box proves too small, in which cases the papers are thrown upon the floor and trampled upon by the members of the staff

when moving about the room in the performance of their duty. A stamping table and a letter press with table attached also encroach upon the space allotted.

As the lady clerks desire the temperature of the room to be maintained at 70 degrees (it is often much higher) and that the windows remain down, and as the only available door must be kept closed, it is obvious that this almost hermetical sealing of the room, combined with offensive odours from objectionable matter in the cupboard, and the dust occasioned by the emptying of the newspaper sacks, renders the atmosphere vitiated, and thus a menace to the health of the strongest amongst us.

We invite the attention of the Commissioners to our present accommodation, compared to that of the old quarters in the West Block. Although overcrowded compared with other branches we had there five small rooms. One our chief occupied; in another registered mail matter was treated; in another packets, parcels, papers, special letters, etc., were dealt with, while the remaining two rooms were occupied by ladies returning dead letters. Notwithstanding the fact that this block was built to give further accommodation we have much less room than formerly, and the staff is larger.

Some of the furniture is not adapted to the work. Should a parcel, or other portion of mail matter be lost in the branch, the clerk by whom it was treated may be called upon to make good the loss by the payment of a sum of money of the value of the said mail matter.

As nearly all packets received must be opened and their contents carefully examined, and a fair percentage of them wrapped in entirely new covers, it is necessary, as a security against loss and in order to facilitate the work, that the clerks treating packets be provided with a table for the purpose.

We desire to call attention to the fact that a short time ago the staff consisted of eighteen third class clerks and three second class clerks, while at present it consists of twenty-seven third class and only one second class clerk. The stamp branch consists of seven third class and three second class clerks, and the accountant's branch, of thirteen third class and fourteen second class clerks.

With regard to the contemplated extension of office hours we would state that the work of this branch would not warrant such, but should they be extended we are unanimous that they be from 9 o'clock a.m. to 4 o'clock p.m.

(Signed,)	E. N. WALKER,	H. H. MORTON,
	THEO. ROY,	G. A. D. MAILLEUE,
	J. PRENDERGAST,	H. KNAUF,
	J. CARTER,	I. M. MAY,
	T. I. D. MOFFAT,	C. GRAHAM,
	W. C. LITTLE,	A. SAMUELS,
	W. J. FRECHETTE,	E. BALLANTINE,
	N. W. CURTIS,	A. GRAHAM,
	A. J. MACDERMID,	A. MARTIN,
	J. A. MACDONALD,	G. CLARK,
	E. DEWDNEY JONES,	R. E. SPENCER,
		D. CONWAY.

Mr. MORTON, in addition, stated :—

In our department there are a number of clerks who have been at the head of their class for a number of years; yet some young men, fourteen or fifteen, have since come in and have been promoted over our heads. The Board of Civil Service Examiners asked me to go up and pass an examination for my whole department, as I understood it, and I did so; and for that reason I do not see why others should be promoted over my head. What I have been told is that there are two men ahead of me. I have been sixteen years in the service and if I had to retire on my superannuation it would be too small for me to live on. I also wish to state that in my office some six or eight years ago

there were three second class clerks, whereas to day there is only one. In Mr. Barrett's branch there are 21 second class clerks and only 14 thirds, and I do not see why our branch should not have its fair proportion of these officers.

4102. Do you say that promotions in some branches of the department are more difficult to obtain than in others?—We cannot obtain them at all in our branch of the department. There are seventeen young men now in the department who came in since two clerks in our branch did, and they have been promoted over their heads, although those two gentlemen have passed their promotion examinations for the whole department.

4103. Being in other branches, they have attained promotion sooner than you have because the promotions are in branches and not in the department?—Yes, that is the reason. But our principal grievance is in reference to our accommodation. There are four of our men away sick at present, and I believe this is due to the mail bags being put in that room, and their contents being emptied on the floor.

Mr. JOHN GORMAN, representing the Audit Office, stated :—

In the event of the Commission making any recommendation on the subject of extra pay for extra work, and without making any comparisons with the other departments, I wish to draw your attention to the very great amount of work done by the examining clerks in the Auditor General's Office after hours. You are all aware of the extent of the Auditor General's report. The statements furnished by the various departments all have to be analysed, classified and compiled for that report, involving an immense amount of work. At least three-fourths of the staff of the Audit Office are obliged to do a great deal of extra work to prepare these statements, and for this they have never received any extra pay. Of course they have not asked for extra pay, having taken it for granted that the rules of the service did not permit them to receive it. For five or six months each year, from the beginning of October until the House meets, we are engaged in preparing this report, and during the rest of the year the staff are expected to be at the office during office hours. This office was established to audit the public accounts, but in addition to auditing them, we have to prepare them for the printer. I may state also that the staff of the Auditor General's Office is classified in just the same way as the clerks in the other departments, though requiring to have special qualifications which perhaps are not so much required in the other branches of the service. They must be thoroughly acquainted with accounts and able to analyse them, because they are brought into contact with accountant's staff of the other departments, and when they call attention to any irregularities or mistake that may occur, they must be prepared to defend their position. When the question of promotion arises, the staff of the Auditor General's Office has also to pass a more difficult examination than that of any other branch of the Civil Service. The arithmetic papers set for the Auditor General's Office and the Finance Department are alike, and are very much more difficult than those set for the other departments. Certain questions are required to be answered by the clerks of those two departments which are not imposed upon those of any other departments. In addition, the clerks in the Auditor General's Office are given a paper on the duties of the office, which is far away more difficult than any other paper submitted by the Board of Examiners. It is a paper requiring a great deal of study and knowledge on the subject on the part of those who have to answer it. I do not make any demand on the Commission; I merely submit these facts, asking that the Commission should bear in mind any recommendation they may make. I may add that in England the Auditor General's Office is differently classified and graded from the rest of the service. It has inspectors and examiners, classified as such. A man having charge of the examination of the expenditure of a department is classed as an inspector, and his assistants are examiners, and then come the ordinary grades. We have no such system here; although it rests with the Auditor General to give his officials what they merit; still the Civil Service Act perhaps stands in the way of his doing so to some extent.

Mr. J. G. BARRETTE, of the Printing and Stationery Department, stated :—

As the Commission are aware, our department occupies a peculiar position, the qualifications of its employees requiring to be special. One who is a copyist and nothing more would not be of much use in our department. The employees there require a certain knowledge of printing, lithographing, binding, &c., knowledge of a technical character. Therefore we feel that the classification of the clerks in our department does not exactly correspond to the requirements of their positions and the responsibility resting upon them. For instance, the requisition clerk, Mr. Potvin, who is classed as a second class clerk and who receives \$1,200 a year, has to look after all requisitions for supplies coming to the department, and if he made a mistake, it might involve a loss of a large amount of money. We think his salary should be more in proportion to his responsibility. Then, the time-keeper is an extra clerk, though his work is of a permanent character ; for as long as there is a printing bureau there will have to be a time-keeper. This is Mr. Lefebvre. He receives about \$75 a month. He thinks he ought to be put on the permanent list, which would give him more weight, especially in the eyes of the men.

4104. Does the time-keeper keep the men up to their work ?—No, but he has to deal with a peculiar class of people and he contends that if he were placed on the permanent list, he would have more influence over the men than he has now. He has a good deal of work to do, because the pay sheets represent \$7,000 or \$8,000 a fortnight.

4105. But the men are not under his control ?—He has to be at the door when they come in and when they go out, and at present they do not respect him as they should. They look upon him too much as one of themselves.

4106. Does he contend that if his salary were increased they would be more respectful to him ?—Yes, because he would be counted as superior officer to them, whereas now they only regard him as a printer. This man also assists the requisition clerk.

Mr. JOSEPH H. LEWIS, from the Printing and Supply Branch of the Post Office Department, stated :—

I wish to state on behalf of the packers in our branch, that we have been labouring under a great disadvantage. I believe the importance of the work we do is not properly understood. Some of the packers, as I have stated in my report, to you, are doing a very responsible work. For instance, all the expenditure involved in the Printing and Supply Branch, amounting last year to \$120,000, all the accounts in connection therewith from the different contractors, are checked and initialed by a packer.

4107. That is, he checks them to see that the goods are received ?—No ; I happen to be that packer myself.

4108. What is it you do ?—The real name of it is that I am the accountant of the Printing and Supply Branch. When I came there six years ago, I went into what is called the bag room, where the assorting of the bags is done. From there I went and took the place previously filled by a clerk. There I obtained a knowledge of the prices of all the different articles supplied to the Post Office Department.

4109. Bags and stamps and everything ?—Yes.

4110. Furnished by contractors outside ?—Yes ; by Borbridge, and the uniforms supplied by the Sanford Manufacturing Co., ink, stamps, pads, and in fact all the miscellaneous articles. I keep the books in connection therewith. When a requisition comes in from a postmaster for a certain article, it is ordered by our branch, and when the account comes in from the contractor, it comes to me through the superintendent, and is checked by me, who have to see whether the prices are fair and just, and according to agreement. You will find every account stamped in that way. I initial it, enter it in my books for the annual statement, and present it to the superintendent for his signature ; he asks any questions on any point that may arise ; then the check comes back to me and I issue the cheque.

4111. And what are you called ?—A packer and sorter.

4112. And you do not do any packing and sorting?—No; and I have not since I came in six years ago.

4113. And there is no such officer as the checker of accounts, such as you appear to be, in the office?—No. Of course I am here to represent the whole branch, and I do not want to dwell too much on my own case.

4114. What should a packer and sorter do?—He should pack up parcels and nail up boxes, as is done in business houses.

4115. He should see that the goods are in the package, and that they correspond with the statement?—No. An order to be filled is generally attended to by the shipping clerk, and he gives it over to the packer to do it up.

4116. Then your packers and sorters are doing such work as a shipping clerk would do in a mercantile house?—I may say that the packers and sorters of my branch, numbering 23, are with the exception of 3 or 4 doing clerks' work.

4117. Shipping clerks' work?—Even more than shipping clerks' work. For instance, there is one packer who keeps a register of stock—certain articles kept in stock. Before I was put in the work of accounts altogether, I did that. Another man keeps the stock, and takes stock every year to see whether it corresponds with his books. Then there are other packers who issue forms to inspectors and postmasters all over the Dominion. They receive requisitions, and they see whether the articles asked for are articles intended for certain classes of post offices and not others, such as accounting and non-accounting offices.

4118. Who are the superior officers in the department?—Mr. Sidney Smith is in charge of the branch; he is a chief clerk. There is also one first class clerk, three second class, and seven third class.

4119. If the packers and sorters are doing clerical work, what is the clerical staff doing?—They are doing clerical work also. I think the question was asked in the House last year why the Post Office Department had more packers than any other department. It has more packers than the Stationery Department, which issues heavy goods to all the departments. The fact is that instead of having 22 packers and 11 clerks, we should have 22 clerks and about 7 packers, which the Commission could see at a glance by coming and looking at the work the packers do. They are all sitting at desks, and a packer does not sit at a desk and write all day.

4120. What is your salary?—The minimum salary of a packer is \$300.

4121. What is yours now?—\$450.

4122. You have been there five years?—Yes, going on six years.

4123. Many of the packers date as far back as 1882—four or five years your seniors?—Yes.

4124. You are, in fact, at the bottom of the list?—Yes.

4125. Are these people drawing \$500 a year?—Yes.

4126. There are 16 ahead of you?—Yes.

4127. Are they doing clerks' work?—Yes.

4128. You are the third from the bottom?—We happen to be lucky in our branch that a man is taken by his qualifications. If he is fit for better work, he is put on. If a man has been there a few years longer than another and is not fit to do the work, Mr. Smith does not put him on the work, but takes one who is fit to do it.

4129. You came in under the present Civil Service Act?—Yes.

4130. You knew that the salary was \$300, and you knew your prospects?—Yes. But I think there was a clause in the act that lower grade employees might fit themselves for a higher class. There are five or six who have been promoted from packers.

4131. When there were vacancies?—No, there was provision made for it. The fact is there is no necessity for so many packers. There is a necessity for clerks.

4132. Your statement is that the theoretical classification of your branch is not correct?—Yes. I may say that another man is examining the letter carriers' boots supplied by contractors in various parts of the Dominion.

4133. What does he get?—The same scale of pay—\$300 to \$500.

4134. The boots come in once a year ?—No, the letter carriers are supplied with boots twice a year, and there are also new letter carriers being employed from time to time.

4135. For that service you need a really good shoemaker ?—He happens to be a shoemaker.

4136. What could he earn as a shoemaker ?—I do not know. He has been a long time in the service.

4137. Did you pass an examination before you went into the service ?—I passed both examinations, the preliminary and the qualifying.

4138. How did you happen to get into the service—by personal influence ?—Yes, I was a protege of Mr. Kilvert, of Hamilton, who was formerly a member. Of course an application is better if it is endorsed by somebody, and Mr. Kilvert endorsed mine. It was about a year afterwards that I was appointed ; I had to wait my chance like everyone else. I do not say it was entirely by political influence. I may say that it was with me as it has been in the case of others. I thought it was necessary to work my way up. I thought that if a man went in on the lower grade, and qualified himself and showed himself capable, he would be promoted.

OTTAWA, 15th January, 1892.

Mr. H. H. BAILEY, of the Patent Office, Department of Agriculture, having expressed a desire to appear before the Commission in order to make some observations on the Patent Office and the working thereof, was told to prepare a written statement, and an opportunity would be afforded him. He appeared to-day, and the following was submitted by him to the Commission :—

PATENT OFFICE, DEPARTMENT OF AGRICULTURE,
14th January, 1892.

SIR,—Enclosed please find my report. There are clauses which may appear strong, but they are quite mild.

Speaking from a business point of view this department is simply rotten in its management.

I shall hold myself in readiness to appear before the Commission when notified.

I have the honour to be, Sir,

Your obedient servant,
(Signed.) H. H. BAILEY.

J. H. FLOCK, Esq.,
Secretary, Civil Service Commission,
Senate.

SIR,—As per request I beg to submit the following report :—

Causes of Dissatisfaction in the Civil Service.

1st. Making appointments to the permanent staff without considering extra clerk's term of service, capacity or ability, or claim to permanent appointment.

2nd. Promoting clerks and increasing their pay without regard to duties performed, character and term of service.

3rd Favouring some and not others by exacting work of a lesser paid clerk which should be performed by a higher paid clerk, as for instance, having a first class clerk perform the duties of a third class clerk and requiring a third class clerk to do or perform the duties of a first class clerk.

4th. Keeping persons in the service who have outlived their usefulness ; drawing the highest salaries, doing comparatively nothing and keeping good clerks back, or blocking the road to promotion.

The Effect of such a Method or System, which is now in Vogue, on the Members of the Service.

It causes dissatisfaction ; a loss of "heart" in the work ; loss of all ambition in the discharge of the official duties ; neglect of duties, causing work to run behind or accumulate, necessitating an appeal to the Ministers for more clerks to despatch business, and consequently an increase in the expense of Civil Government without a corresponding increase in the efficiency.

Remedies and How Applied.

1st. The Government should appoint two thorough practical business men, possessing qualities and business experience that would enable them to do any office work and understand the same, to form a permanent Commission, necessarily, one English speaking and one French speaking, a Protestant and a Roman Catholic, to satisfy these two elements of our population. This Commission should have a permanent office, and have jurisdiction over all civil servants, including the deputy heads of departments.

2nd. They should change our system by grading the work or duties to be performed by the clerks or employees, allotting a minimum and a maximum salary to be paid for each grade of such work throughout the whole service, instead of as now grading the clerks themselves without regard to duties or work performed.

3rd. They should investigate all of the departments in turn, as for instance, enter a deputy's office and ask questions of the following nature, viz. : How many clerks have you ? How many rooms or subdivisions ? How many clerks have you in each of these rooms, respectively ?

Obtain a list of the names of all persons in each room, or subdivision, showing rank and pay of each clerk. Then commence business by entering a room or subdivision, examine and ascertain the nature and daily average or amount of work performed by each individual. Make a new list under the new classification, and have the clerks' names entered where they rightfully belong so that merit may be rewarded. When this subdivision has been gone over proceed to the next, and do likewise and continue through the department. When one department has been gone over proceed to another and continue throughout the whole service.

When this action has been taken, it will be found that there are employed too many clerks to perform the work, caused as hereinbefore explained under "the effects of our present system of doing business."

After the work has been graded and the clerks' duties investigated and allotted, comes the reconstruction.

The objects sought are : 1st. To increase the efficiency of the service ; 2nd. To reduce the departmental expenses. How are we to obtain these desired ends ?

1st. By reconstructing the service, as set forth or suggested, so that inducements will be held out to the clerks to be regular in attendance, to faithfully apply themselves to their work ; to do all work correctly and with despatch, knowing that promotion and increase of pay can only come to those most deserving. That promotion must be earned through, first, efficiency ; second, good character ; and third, length of service. These three points should be considered by the Commission when recommending increases of pay or promotion.

When this new method or system is adopted and put in practical effect, it will cause good clerks to put their whole heart, soul and ability into their duties, and as a result we shall have good execution, contentment and harmony throughout the service.

2nd. To reduce expenses : Superannuate about one-third of the higher paid clerks — many of those receiving pay for which they cannot show value in work performed for such pay. As for instance, take the case of a clerk receiving fifteen hundred dollars per annum, and who has been fifteen years in the service doing low grade work, the superannuation pay would amount to four hundred and fifty dollars per annum. Here would be a saving of ten hundred and fifty dollars. Now take, say, one-half of this sum and allot it to the faithful clerks who are underpaid, and as a result there would be a net saving of five hundred and twenty-five dollars (\$525) on one individual.

Remarks.

Having had twenty years experience in handling a large number of men before entering the Civil Service, and having been over seven years in the service, and knowing thoroughly the ins and outs, I have no hesitation in saying that the two objects sought can be easily and satisfactorily obtained.

When a vacancy occurs by any cause whatsoever the deputy head of the department, in which said vacancy might be, should notify the Commission, who would at once proceed and examine those clerks now in the service eligible for promotion, and ascertain if any were competent to fill such position; and if so, recommend to the Minister the person, and the increase of salary, to be appointed and paid. If there are none in the service competent or possessing the necessary qualifications they should report to the Minister of the department and ask for the appointment of a fit and proper person possessing such and such qualifications to fill said vacancy. All Ministers would have the patronage of their respective departments as they now do, the only practical difference from the system now in vogue would be that the Commission would examine said candidate and if found qualified to perform the duties report to that effect to the Minister, who would cause the appointment to be made at once. Should the candidate fail in the examination then the Minister would of necessity call upon another.

Then again, all grievances of the clerks could be referred to the Commission. There would be no pets, or the deputies would have no pets to favour. All clerks would feel that they would have fair-play, and that no favours would be shown; that right would prevail against wrong; that efficiency would prevail against inefficiency.

Many clerks now in the service who are found by the Commission to be drawing pay allotted to work of a certain grade, which they are not competent to perform, should have the option to either enter the grade of work for which they are fitted and accept the regular pay for the same, or, to accept superannuation immediately. And all of those, including the deputy heads of departments, who are 60 years of age or over, should be superannuated forthwith.

It will be in order for me as a member of the Department of Agriculture, to make a few remarks on the management of this department.

The Minister is not expected to know or understand all of the details of his department. He relies principally upon his deputy, who should be a man of the day and times, and not a man of a generation ago.

I shall now still further restrict my remarks and confine them to the Patent branch of the department.

The routine in this branch and the method of conducting the business is the same now as it was two generations ago. To illustrate and make clear my meaning I will state that about five years ago I suggested a change in the routine to the then acting head of this branch. His reply was that, "I have been in this office over twenty-five years, and we have always done the business just as we were doing it now; we have had no serious trouble, and I do not think it advisable to make any change at present." I then said, "Well, Sir, you were either a long way ahead of the times twenty-five years ago, or you are a long way behind the times now. Draw your own conclusion." And, believe me, from that day to this, there has been no change.

The Patent Office needs a thorough reconstruction in order to keep up with the times. With such reconstruction the business and receipts of the office would double in a short time, besides giving great satisfaction to the private individuals who pay the money, which not only meets all expenses of the Patent Office, but which also forms a considerable sum towards running the other branches of the department—a use to which it should not be put until after all the requirements of the office are met.

Improvements would have been made no doubt before this time only for the slow moving deputy minister of the department, who knows nothing whatever of the patent business, and at the same time opposes every change for the better which is asked for by the practical head of this branch, or Deputy Commissioner of Patents.

I further say emphatically that it is a burning shame and a disgrace to the Government to keep in the service in such a responsible position such a man as the Deputy Minister of Agriculture.

I am saying nothing against this man as a citizen, nor do I desire to harm him in the least, but the times, occasion and business require facts without fear, favour or affection. Only as an executive officer do I speak of him. He is twenty-five years, at least, behind the times, and should be replaced by a younger man, who is up in the business of the day.

I shall be pleased to appear before the Commission to explain orally any matters referred to in this report, as well as much other important matters—and can give many strong reasons why a change is necessary in this department of the Government Service.

All respectfully submitted.

I have the honour to be, Sir,

Your obedient servant,

(Signed) H. H. BAILEY.

To the Secretary of the
Civil Service Commission,
The Senate, Ottawa.

Mr. BAILEY further stated :—

We have extra clerks who have been in the office from six to eight years at \$1.50 a day, who cannot get permanent appointments, while others from the outside are appointed to permanent positions. A first class clerk, drawing a salary \$1,400 or \$1,500 a year, practically does only forty minutes work a day, and calls for an assistant, and gets one. A clerk drawing \$1,800 a year was not able to do a certain work, and a temporary clerk at \$1.50 a day has been doing it. That is why I say that the whole department is rotten. I am classed as a clerk, but as I told the deputy, I might as well be classed as a messenger, for I am not a clerk at all ; I am not doing the duties of a clerk. When my time came for promotion last July I could not get promotion, but a worthless, drunken character, who does not do thirty minutes work a day, gets promoted to the position of a first class clerk ; that is in the Patent Office. I did not get my promotion. I told the Minister the other day that I would not accept it, for I was going to leave the service. They just put the people to do the work as it happens, without any system. An extra clerk at \$1.50 a day is perhaps put to do the work of a \$1,000 clerk. We cannot make a move because we have a head of the Patent Office and Deputy Minister of the department who block everything. The clerks that do the the least often get promoted first, and "I don't care" is the general feeling caused by that sort of treatment. Men get discouraged. To illustrate how the work goes, I may say that my deputy came to me to get the address of a clerk who was away on his holiday, saying "the work is behind, one or two of the clerks are sick, and we must have this clerk back to do the work." I said, "let him stay another week ; my work is up, and I will step down myself, if you like, and straighten up that work." This was on Friday evening. He asked me if I could come on Monday. But Monday was a holiday. All the better, I said. I went there at nine o'clock, worked until twelve, went home for my dinner, was back sharp at one o'clock. A clerk was there to help me. He brought me the batch of papers and I counted them out. There were applications for patents, forty-eight of them. I had to go over the routine of entering these, and in an hour or very little over I went through that pile. I cleaned up all the work before five o'clock, and yet I had been told they were three weeks behind. For doing that kind of work the clerk got \$1,000 a year, and an average of half an hour a day would do it all. If the Commission would examine the work of the office by going there and seeing what is done, they would find the work of a great many of the officials amounts to about half an hour or three quarters of an hour a day. You would find the same thing in all the departments. I have been here for seven years, and I know what has been going on, and I am going to leave the service, because I find there is nothing here for merit ; there is no encourage-

ment for a business man or a man of ambition to stay in the service. Honesty, hard work, interest in the work, or any other good qualities are of no account. There are men in the department receiving big pay for work they cannot perform. They have been put in there by political influence. Many of these men have been good men, but they are behind the age, and should be superannuated. The Patent Office is run in the same old groove that it was forty years ago, when the department was established. The inventors and patent solicitors had a meeting in Toronto some time ago, and formed an association, and they made a report to the Commissioner asking for certain changes in the patent laws and in the Patent Office. That report was sent to the deputy, and he called me down and we went over the report carefully. There were several points that we did not consider just as the solicitors did, who were looking after the interests of their clients, while we had to look after the interest of the public. But they pointed out that we charged \$60 for a 15-year patent while the United States charged \$35 for a 17-year patent, and they expressed the opinion that the department should be reconstructed to bring it up to the times. The laws and regulations of the department should be so changed that there would be no trouble at all in doubling the receipts of the Patent Office. But, as a matter of fact, we cannot get anything at all for the office. If the head of the Patent Office asks for anything, that is enough reason for the deputy minister to keep it back, and if the matter is taken before the Minister he must keep down expenses, and he is all taken up with his farm, and there the Patent Office stands. Although the revenue of the Patent Office is taken from private sources, it is no tax on the people. Nearly two-thirds of our patents are taken out by Americans, who consequently contribute nearly two-thirds of the revenue. There is another point I would like to mention. We all know that men belonging to the Public Works Department are being tried for receiving goods ordered for the Government. That could not occur if there were a Commission to visit the various departments, examine the vouchers for supplies, and see that the goods are there. There must be something wrong in the system, or these men would not have an opportunity to use the public money to furnish their houses. The trouble is that when we send a requisition for goods to the Public Works Department, we perhaps have to wait three or four weeks, and then we send another, and by the time the second or third is sent the department gets the goods; but in the meantime the first requisition may be filled, and the goods may go anywhere.

4139. Have you any idea that that happens?—It is not necessary to ask that question. Is it practicable?

4140. Have you any idea that it happens?—If I had I would not tell you; but I do not like things to be managed in so loose a way as that. A second requisition for supplies should never be sent.

4141. Is it a matter of fact that in your department requisitions have been duplicated or triplicated?—Oh, yes. It is so in getting any supplies. There is no real check or system. It is so in dealing out stationery. One could get a lot of stationery and box it up and send it away. There are all these leakages because there is no check. It is just as easy for the proper officers to keep a check of these things as it is to let them run loose.

4142. There are four divisions of the Patent Office?—What they call divisions, but they are only rooms.

4143. Who is in the first division?—I do not know what they have in the first room. There are no real divisions.

4144. Does your experience go beyond the Patent Office sufficiently to enable you to speak of the rest of the Agriculture Department?—I have only worked in the Patent Office; but I am intimately acquainted with the inside service generally, and I hear things spoken of and talked about that gentlemen in your position would never hear.

4145. Where did you obtain the qualifications for examining patents?—It is special, technical work, different from that of all the other departments. I handle mechanical cases. There are three of us engaged in the business of examining patents.

4146. We mean the qualifications you had before you came into the department?—It is a talent that is born in a man. I cannot explain it to you without bringing the

work and showing it to you. I had dealt in patents to some extent before I came into the office. I am so much of a natural mechanic that I have gone into a mill and looked at it and have gone and built a duplicate of that mill twenty miles distant.

4147. We want to know if, when you went into the office, you had obtained elsewhere by special study any particular qualifications for that post?—No, sir, I never studied at any place.

4148. Your qualifications resulted from what you had merely gathered by means of a natural talent for mechanics?—Yes, and from my experience in patents, and from what experience I gained in the office.

4149. When you went into the office you practically knew nothing of its business beyond what your natural talent and your little experience in patents gave you?—And I studied up the subject before I went into the office.

4150. How did you get into the department?—I was sent for by the Minister and asked to go in there.

4151. Is there any unnecessary delay in issuing patents which could be remedied?—Yes.

4152. Could you indicate broadly how this could be done?—That would come in the reorganization of the office. The examining staff could be organized, and should be recognized as holding a place of its own.

OTTAWA, 22nd January, 1892.

DEAR SIR,—In reply to your enquiry as to the cost of printing a "Monthly Patent Record" in the form and style of the United States Weekly Patent Record, and also say 25 copies of each simple patent complete with claim, drawing and specification, as they appear, I beg to say that I will be willing to undertake the whole work of printing, including the engravings or photo-lithos, and to do the work in the best style and superior to anything produced in Canada in the past, for the sum of five dollars per patent. To show briefly how this would cost, I might say that supposing there were 3,000 patents in a year the total cost would be \$15,000.

Should further particulars be required I will gladly give any details asked for.

Meantime, I am, Sir, yours, &c.,

(Signed), A. S. WOODBURN.

H. H. BAILEY, Esq.,
Patent Office,
Ottawa.

SATURDAY, 16th January, 1892.

Mr. JOHN LOWE was recalled :—

4153. Since you were here last, information has been given us, and you may find it in the Auditor General's Report, that Mrs. Jackson received certain sums in previous years for indexing copyrights. Have you a statement of what she has received?—Yes. The work has been going on for 61 months, from June, 1885, to July, 1890. The total amount paid was \$1,908, being an average of \$31 per month. The work was counted at the rate of half a dollar an hour, but the certificates and payments were all made by the day, and they were made to average \$1 a day, that \$1 a day representing the services of an extra clerk, supposed to be of a technical and special nature, in connection with this work, the work also having been done outside of the office, in connection with the extra work of Mr. Jackson, for which no payment was made.

4154. Who certified the payments?—I certified the payments.

4155. Who certified the amount of work done?—The payments were not made on the amount of work done, but on a per diem allowance. Mr. Jackson informed me of work done, and I saw it.

4156. The payments were not always made on the regular pay-day, the 15th of each month, but there seems to have been always more than a month's work paid for?—I

have explained that the work was not regular work, but that more was done at particular periods and less at others. The average allowance, by a distinct authorisation of the Minister, was \$1 per day. The work was authorised by the late Minister, Mr. Pope, at that rate, and a written slip was given by me to Mr. Jackson at the time, stating that the Minister authorised the work.

4157. Has this index ever gone to the Customs Department?—Yes, it was originally got up for the Customs Department. It is not simply an index. It is an abstract of titles.

4158. Who did the work, Mr. Jackson or his wife?—His wife did it.

4159. Has she technical qualifications?—Yes, for doing this work.

4160. What we want to know is whether he did it or she did it?—She did it.

4161. Is she a woman of technical qualifications?—She is a woman of education.

4162. Has she a technical education?—For this work, I believe they worked together; that he dictated, and she wrote it out.

4163. If he dictated it, was it his work or hers?—It was of course joint work. He certainly controlled.

4164. Is the technical work the work of the man who dictates, or the work of the amanuensis?—The allowance was made—

4165. We do not ask about the allowance, but who did the work?—The work was done by Mrs. Jackson, for which the \$1 a day was paid, and the dictation of the work was done by Mr. Jackson, for which no allowance was made.

4166. And her work then was the work of an amanuensis, and not technical at all?—She was paid at the rate of an amanuensis. I desire, after further enquiries made since giving my evidence, to amend this answer on a point of detail. The dictations which I understood by Mr. Jackson were for what he calls "control" after the work was done; but the notes were made in the first place by Mrs. Jackson herself, without any assistance from her husband, his "control," in the manner stated, being after the fact. A further copy of the whole index was also made by dictation.

4167. An estimated rate?—An allowed rate.

4168. That is to say, every other month you paid her a month's pay at \$1.00 per diem?—Sometimes it was every other month, according to the intensity of the work done. The average of the whole was \$1.00 per diem, which was the salary of an extra clerk, or an amanuensis.

4169. Was she constantly employed during the time she received that \$1.00 a day? Was there no lost time from sickness or other causes?—The days' work were not consecutive.

4170. She could not be employed during the day at all?—No, the work was all done in the evening.

4171. Mr. Jackson could not do his work in the department and dictate to his wife at the time?—It was all night work, and the books were sent from the office for that purpose. The volume contain 2,548 folios, and 6,000 entries, these entries being abstracts or records of titles to all the copyrights issued by the department.

4172. We understand that if a book is copyrighted, the title of this book is put in the index for the benefit of the Customs Department?—The work was originally done for the benefit of the Customs Department, and it was furnished to the Customs Department for about two years, on the request of that department; but the department found that they could make no use of this information, on account of its voluminousness, it being much more convenient to apply to us in each particular case. The work was originally done at their request, and we afterwards continued it for the use of the department; and to give the Customs Department the desired information.

4173. For three years more?—For the time I have stated.

4174. Is the work still going on?—No, it is not.

4175. It has been dropped since July, 1890?—Yes.

4176. No index has been made since that date?—No abstract index has been made.

4177. In what respect is an abstract index different from any other index?—This is an index which shows at a glance the whole record. It contains an abstract or *precis* of records.

4178. Mr. Jackson has charge also of trade marks?—Yes.

4179. We presume there is an index of trade marks also?—Yes.

4180. Prepared by him or under his direction?—Yes.

4181. No extra charge has been made for that?—No.

4182. That is the property of the department?—Yes. The other is the property of the department too.

4183. Which is the larger register, that of the trade marks or that of the copyrights?—I am not quite sure. The number of copyrights in 1890 was 688, and the number of trade marks 293. In addition to the copyrights, we granted 222 formal certificates, for which a fee was charged.

4184. Would it be more difficult to index a trade mark intelligibly than a copyright of a book?—You could not index all the particulars of a trade mark. A mere abstract of it, like that of the copyrights, would not be useful.

4185. What more could there be in an index of copyrights than the title of each book and the name of the author?—That title would be in three languages, English, French and German, and sometimes Latin.

4186. Take a book which is copyrighted in Canada—"Robert Elsmere," for instance—how would that be indexed?—The particulars of the registration would be put in this abstract.

4187. There is nothing inserted in regard to the book beyond merely the title page?—No.

4188. Is this index anything more than a catalogue in a library would be?—It is of that nature, with some more particulars.

4189. Is there a double catalogue, one by authors, and one by subjects?—Yes, it has both subjects and names.

4190. Is it divided into subject matters—fiction, history, biography, and so on?—Oh no, not in groups. The reference is simply alphabetical.

4191. Mr. Jackson published a volume on trade marks, and was offering it for sale?—Yes, a number of years ago.

4192. On his own responsibility?—Yes. That was about twenty years ago, before my time.

4193. It has not been continued in your time?—No, it was not repeated. The department was in no way responsible for that. There was only one edition printed. At the time Mr. Jackson had the full authorization of the then Minister and deputy for that work.

4194. Was this index or catalogue printed?—The copyright index has not been printed. It is bound in volumes.

4195. Has it ever been the case to your knowledge that a permanent clerk has divided extra work with an extra clerk in your department?—No, Sir, in no case.

4196. In your office, you are assisted by four extra clerks?—Yes. One of them is the special assistant of the Minister; but he has a seat in my office—Mr. Payne.

4197. What does he do?—He does special work and prepares statements and papers of various kinds for the Minister.

4198. It appeared to the Commission that you had a very large staff for your work. Tell us in what respect the work calls for this large staff?—The department is divided into branches.

4199. You administer the statutes in relation to immigration?—Yes.

4200. And criminal statistics?—Yes.

4201. The clerk in charge of that communicates with magistrates and others, gets the returns from them, and compiles them?—Yes.

4202. What is the work in regard to immigration?—It is diverse. There is correspondence with the agents.

4203. How many agents have you?—We have agents all over the Dominion, from the Atlantic to the Pacific, 19 in number. Then there are special agencies, institutions and persons bringing out immigrants. There is also correspondence with the High Commissioner's office and individual applicants for information in different languages.

4204. What is the vote for immigration now?—It is \$197,025, including the special vote of \$150,000.

4205. What was the vote eight years ago?—Eight or ten years ago the vote was \$500,000. That was very largely paid in assisted passages, and also for special agencies in England and on the Continent.

4206. What proportion of the vote is administered directly from your office, of which the payments are checked in your office?—We check the payments of the whole of it, including the payments in the High Commissioner's office.

4207. You did the same with the \$500,000?—Yes. We had to deal, however, with large sums in specific groups.

4208. And not with as many small sums?—Perhaps as many small sums too; but there was not the proportionate increase of work.

4209. When you had the vote of \$500,000 for that service, you had assistance enough in the office to do the work?—Yes.

4210. Have you reduced the staff in respect to that service at all?—I do not think the staff in special relation to immigration has been at all increased.

4211. We asked if it has been reduced?—No, but the same staff does the general correspondence of the department.

4212. You had general correspondence then?—Yes, but it has very largely augmented since.

4213. What new work have you had since then beyond the farms?—The farms do not entail much work directly on the department. We have the cattle quarantines and cattle transit.

4214. You had that eight years ago?—But it has become much more active, entailing much more work and correspondence.

4215. Besides the cattle quarantine you had the general quarantine?—Yes; and exhibitions which give a good deal of work and have caused increase of staff.

4216. That has not changed much?—The correspondence is greater now than it was. That work is always increasing.

4217. You have also the Animal Contagious Diseases Act to administer?—Yes.

4218. You had that eight or ten years ago?—Yes, but it was very much less important than it is now. It was simply confined to one quarantine of animals at Quebec. A great cattle trade has grown up within the last few years. More cattle quarantines have been established; and this, in connection with the very large augmentation of the cattle industry, the ranching in the North-West, and the bringing in of settlers' cattle, has greatly increased the work.

4219. When you once got the statute and your regulations relating to quarantine and contagious diseases of animals the work of administering the law and regulations is done largely on the spot, is it not?—Much of it is done on the spot, but under directions from the department.

4220. Every case is not referred to the department?—Every new point that comes up is referred.

4221. But in regard to the ordinary administration reference is not made to Ottawa?—Not in regard to the routine care of animals in quarantine.

4222. Or as to whether they should be put into quarantine. The officers have the law and regulations before them, and it would be only in an exceptional case that they would have to refer to headquarters?—That question is answered by the fact, and the fact is that there is correspondence with the department all the time.

4223. The new work which your department has taken on in the past ten years is the farms, which have not added much to your departmental work, you say?—The inauguration of the farms led to a great deal of departmental work, but the farms now carry on their own correspondence. But there comes correspondence from all parts of the country in relation to the farms.

4224. How many farms are there—only four or five all told?—There are five farms all told, but many parts of the country also desire farms, and questions in relation to the farms come from all parts of the country.

4225. But the management of the farms which you have, we understand, is done largely by the director?—Yes.

4226. His office is at the Experimental Farm here, and not at the department?—Yes, but he has an office in the department.

4227. Is it correct that there is only one clerk in the department and only one room for the giving of informations about the farms?—There is not either a clerk or a room for that purpose, but the director of the farm has a room.

4228. You have no branch in the department relating to the farms?—No.

4229. You have enlarged your statistical branch by the appointment of Mr. Johnson and the organisation of his staff—you have taken on some new work there?—We have taken on some new work, and the previous work has also been carried on slightly different lines, which has led to an augmentation.

4230. Is there any other statute which you administer where you touch the public?—We touch the public in immigration, contagious diseases of animals, the ordinary quarantine, census and statistics, and patents, copyrights and trade marks.

(The index of copyrights was here placed before the Commission).

4231. This appears to be an index, alphabetically arranged according to the title of the work, giving the name of the author, the name of the proprietor of the copyright, and the date of registration. There are four books representing five years' work?—Yes. On the average I am told, there was about four hours' work a day.

4232. Had you the same number of Acts to administer in 1882 that you have now?—I think all the Acts were in existence, but the fact of the Acts having been in existence has no relation to the amount of work in 1882 as compared with 1892.

4233. Excluding the census you had in 1881-82 46 permanent and temporary clerks, and in 1890-91 the permanent and temporary clerks number 94, more than double. Is there any other department of the service in which the staff has doubled in that time, except the Post Office Department?—To see the exact value of that doubling, the statement should have relation to the branches, including the Patent Office; and the cost of the service of the department is not so large as the numerical increase, nor so large as the augmentation of the department's revenue.

4234. When there is a rush of work in one branch of your department, do you take officers from the other branches?—We do very often.

4235. As a rule, when the Commissioner of Patents says he wants another clerk, do you see whether a man can be spared, say from the Correspondence Branch?—We have given the Commissioner of Patents clerks from the other branches of the department, and we have borrowed clerks from the Patent Office for other branches when we have required them.

4236. Do you propose to keep up this index of copyrights or to drop it?—It is continued up to July, 1890. The Minister did not think it advisable to continue to pay in that form.

4237. Do you intend to keep the work up?—I think the work will have to be kept up.

4238. Who keeps this register of copyrights?—It is kept under Mr. Jackson's direction, but it may be written in by various persons. There are two other persons in that office, Mr. Copping, a third class clerk, and Miss Leyden, who is an engrossing clerk. I think that office is weak; and that an officer capable of replacing Mr. Jackson is required.

4239. Taking the month of February, 1890, it appears that on the 5th there was one entry of copyrights, on the 6th, which may have been Sunday, there is no entry, on the 8th or 9th no entry, on the 10th one entry, on the 12th one entry, on the 13th none, on the 14th three, on the 15th one, on the 16th none, on the 17th three, no more until the 24th, and on the 24th there are four, and that ends the month?—But that is not the only book, and not the only work.

4240. Is this a day-by-day record, or are the entries allowed to accumulate for a week?—It is a day-by-day record in that book.

4241. As the applications come in they are entered at once?—Yes. There are certificates of copyrights as well.

4242. Do you think any of the divisions of your department are over-manned? Could you do with fewer men?—I think not at present.

4243. You could not dispense with any of your temporary men?—I think not at present. I do not speak of the Patent Branch, about which Mr. Pope can give you the information.

4244. We find a first class clerk at \$1,800 in the Patent Branch whose sole work is to register 250 caveats in the year. Do you know that to be the fact?—I know a first class clerk to be register of caveats.

4245. Did you know that there were only 250 caveats in the year?—I did not know the number, nor can I answer as to the duties of that officer.

4246. Did it ever occur to you whether it is a fair day's work for one man to register less than one caveat a day?—I cannot, at present, give you an answer to this question. Mr. Pope has, by law, official responsibility in this matter.

DEPARTMENT OF AGRICULTURE,

OTTAWA, 21st January, 1892.

SIR,—I have been shown by Mr. H. H. Bailey, one of the patent examiners in this department, a memorandum which he has forwarded to the Commission on the subject of the service of this department.

I do not desire to make any remarks on the several suggestions and statements of Mr. Bailey, but only, if the personal remarks which Mr. Bailey makes in relation to me, as deputy of the department, be admitted by the Commission, that I shall be allowed to say :—

1st. That Mr. Bailey has not been in a position at all to learn the working of the department, except as regards the duties of his own division.

2nd. That I have never taken any part in the administration of the Patent Office, nor ever made any remarks on any projects of proposed alterations in the Patent Branch, either for or against.

3rd. That Mr. Pope is the Deputy Commissioner of Patents, and by the definitions of law he has the duties of a deputy head in relation to the Patent Branch. He reports directly to the Minister and not to me, as the Act appointing him prescribes.

4th. And specially that Mr. Bailey knows nothing whatever of my administration, My only touch with him has had relation to cranky and defiant letters which he has written to the Minister and to me on the point of some, at the time, impossibilities in respect to his own salary.

I have the honour to be, Sir,

Your obedient servant,

(Signed) J. LOWE,
Deputy Minister of Agriculture.

J. H. FLOCK, Esq.,
Secretary, Civil Service Commission,
Ottawa.

Mr. RICHARD POPE, Deputy Commissioner of Patents, was called and examined :—

4247. One of your clerks who asked leave to state his views, has expressed the opinion that the organisation of your branch is not well made, and has stated that there are men receiving high salaries who are doing inferior work, and *vice versa*; and we would like to ask you if you would be good enough to tell us what the different men in your branch are doing, and also what you think would be the best theoretical organisa-

tion of your branch if it had to be gone over again. It was hinted that there would be no difficulty at all in doubling the revenue of the patent office?—That would involve a variety of considerations, including a change in the Patent Act.

4248. Suppose you had a clean sheet and were about to start the Patent Office?—Of course we could not alter anything provided for by law though we could make a recommendation; but I do not see how the organisation of the office could be different from what it is. The object of the charges in connection with patents is merely to pay the expenses of the office. They are in no sense taxation, and that is what inventors contend. The organisation of the office, and the collection of revenue are separate questions, and ought to be treated separately.

4249. Your office is divided into divisions such as cashier, correspondence, records, patent examiners, caveats, assignments, and publication of patent records. Is it necessary to have so many divisions?—Yes, I think so decidedly. Each class of work is separate and distinct in itself.

4250. In the correspondence branch Mr. Dionne is a first class clerk?—Yes. He is in charge of that.

4251. Of what?—Of all the correspondence that comes into the office. First, the cashier receives every letter that is addressed to the Commissioner of Patents. By law all correspondence with regard to patents is required to be addressed to the Commissioner of Patents, who is for the time being the Deputy of the Minister of Agriculture for the purposes of this branch. Every letter so addressed is first sent to the cashier's office and he opens it. Some of these letters contain money together with applications for patents. He takes charge of the money, enters it in his books, makes a memorandum of the letter, of the person who sends it, and sends that into the correspondence branch. There it is entered in a register and endorsed, and then it is sent on to the comparing room, where the papers are compared. These papers consist of an application for a patent with a petition, an oath, specifications, and a power of attorney, if there is such; and it is the duty of the officers in the comparing room to see that they correspond with the requirements of the law and the rules of the office. That is to say, the petition must be sworn to before a justice of the peace if it is from any part of Canada, and if it comes from outside of Canada, before the proper officer; and the specification must be properly drawn and signed by two witnesses. After having been compared, the papers are returned to the correspondence branch and if they are incorrect the irregularities are pointed out. The Correspondence Branch then addresses a letter to the applicant informing him of the irregularities that have been discovered, and asks him to amend the papers. When that is done and the papers are returned to the office, they go through the same routine back, received by the cashier, sent by him to the correspondence branch, and again referred to the comparer to see if the applicant has complied with the law. If he has, the papers are returned to the correspondence branch and from there are sent on to the examiner's branch, where an examination is made to see whether the invention is such as to be entitled to a patent. If the invention is defective, either from want of novelty or because it has been anticipated by a previous patent, or from whatever cause, the examiners send the papers back to the correspondence branch, which again returns them to the applicant informing him that for such reasons contained in the examiner's report the patent cannot be granted.

4252. Is there correspondence between the different heads of these divisions, or is the work done by endorsements?—All merely by endorsements.

4253. If the patent is refused, we suppose the papers are returned to the correspondence room merely that the man may be informed that the patent cannot be granted?—Yes.

4254. If it is granted?—Then we notify the man that it is granted and that it will be forwarded to him as soon as it can be engrossed.

4255. You never receive an application without the fee?—No; never.

4256. If it is granted, it goes to the record division?—Yes; and remains there, and the record division draws up the patent.

4257. What object is there in having, in addition to that, an assignment division and caveat division? Why cannot the caveat be registered in an ordinary register?—Because it would be public property. A caveat has to be kept secret, and the only officer who should see the caveat register is the man in charge.

4258. The assignment might come in through the correspondence branch and then go to the examiners to see if it is regular in form, and after that go to the record office at once?—The assignment does not take place in every case at the same time that the application is made. An inventor, when he sends in his application, often sends in his assignment along with it; but we cannot receive any assignment until the patent is granted. As soon as the patent is granted we receive the assignment.

4259. Why is it necessary to have a clerk at \$1,100 in charge of assignments?—If he did not do it, another clerk would have to be employed to do the same thing.

4260. Do you charge anything extra for these assignments?—Yes; we charge \$2.

4261. The caveat man is a first class clerk?—Not necessarily. He is now, but his predecessor was a second class clerk.

4262. He was a first class clerk before he went there?—Yes; and has been for years.

4263. What are the fees for patents?—\$60 for 15 years, \$40 for 10 years, \$20 for 5 years.

4264. The revenue from patents last year was \$76,500?—We get on the average about \$7,000 a month.

4265. In the correspondence branch you have Mr. Dionne, with eight clerks to help him. How many letters a day do these nine men have to handle?—In addition to the applications for patents, there is a large correspondence with outside parties who are assignees of patents or who have interests in them. I cannot tell the number of letters, but I will get the information.

4266. It would appear from what you have said that the examiners of patents are men who render very delicate services?—Yes, a very important service.

4267. And a great deal depends on the decision of these men?—A great deal.

4268. How many have you?—Two examiners and an acting.

4269. Are they all English?—No, there is one French and two English.

4270. How long have you been in that office?—Four years.

4271. As far as you can judge, do those men really possess the qualifications for rendering those delicate services?—I think so. It is not easy to get a man capable of doing that kind of work. I think they are as competent as any men we could get, only we have not enough of them to do the work.

4272. Is it to your knowledge that they had those qualifications when they came there?—I do not know. Two of the three were there when I went there. The third has been in the office for several years assisting the examiners, and he is really a mechanical genius. He has a good idea of mechanism of every kind.

4273. We understand that you do not require any certificate of aptitude or any qualification by technical studies?—That has never been exacted.

4275. They simply learn that from being in the office?—No, I believe they were chosen as being men possessing some knowledge of mechanics before they were brought there.

4275. In England examinations are held for assistant examiners in the Patent Office?—Yes.

4276. Do you not think an examination would be a good thing here?—I do most decidedly.

Mr. JOSIAS B. JACKSON, Registrar of Copyrights, Trade Marks and Designs, was called and examined :—

4277. We would like to get a sort of photographic view of the work of the two clerks in your office in the registry of copyrights, say for a given month?—In some weeks only three or four copyrights are issued, and in other weeks perhaps thirty or thirty-five.

4278. For the month of January, 1890, which we suppose is a fair average month, the register shows that there were thirty-three entries made by your two clerks. We suppose they make the entries, and you oversee them?—I make an examination first to see that there is no conflict of titles.

4279. What do they do besides making these entries?—They endorse a statement of the case on the back of the papers, like the one I show you. As I open the mail, I usually dictate my report on each case to these two clerks, and if there is an answer to be made, I dictate the answer, and that is sent away. If the way is clear for a copyright, I say register, and if not, the matter has to be looked into and cleared up. I suppose there are no persons in the department who have harder work than my two clerks.

4280. What more would they have to do?—If the application is received, they have to register it, and they have to make out a certificate of the registration, which is duplicated.

4281. And there is just as much work in the certificate as in the entry?—Just as much, because the certificate is a correct copy of the entry.

4282. Is there any other book that relates to this work?—Yes; here are the records.

4283. The book you produce, marked No. 13, is a register of all the transactions of the office?—Yes.

4284. Taking the month of December, 1891, that commences at page 40 and ends at page 55, double pages, and the number of transactions entered is 157. That would be an average of six entries a day for twenty-five working days in the month; on the 1st of December there is one entry; on the 2nd, thirteen; on the 3rd, six, and so on. This work is in addition to what you have explained in connection with an average of one copyright a day?—Yes.

4285. And the only other work they have is to send a duplicate of the copyright, if it is granted on the printed form?—Yes.

4286. Is there anything else in connection with copyrights?—Yes; there is a register of assignments of copyrights, which I produce.

4287. In December, 1891, it appears that there were two entries made in this book?—Yes.

4288. We find none in November, none in October, three in September, one in August, none in July, none in June, none in May, none in April, one in March, one in February, and two in January—ten in the whole year. Is there anything else they have to do?—There is a duplicate certificate going out with each entry.

4289. Is there anything else in connection with that branch?—There is a register of interim copyrights, which I produce.

4290. How many interim copyrights are there?—Few, because they only pertain to English works.

4291. Is this the current register?—No; the current one is in use to-day.

4292. Turning to 1889, we find that in April there were three entries, in March two, in February four, and in January two. Which is the heavier, the work in connection with trade marks or the work in connection with copyrights?—I cannot tell. The work in connection with copyrights is more intricate. The work of the office, the extent of it, is not really shown by these books.

4293. Show us your letter book for December, 1891?—I produce the book, which contains a précis of each letter sent.

4294. Do you keep a copy of each letter sent?—No. If it were not for the systematic method which I have devised for doing the work of the office, four clerks would be required instead of two.

4295. On the 1st of December, 1891, you wrote five letters?—Yes.

4296. And the clerks had to make a précis of each of these letters?—Yes.

4297. On the 2nd of December you wrote nine letters. Who signs these letters?—I sign them.

4298. Nearly all of which were answered by circular, and all the entry they have to make is, number so-and-so—Yes, referring to the enclosure.

4299. On the 3rd of December there were eight letters, of which four were answered by circular?—Yes.

4300. One letter was important enough to have a précis of nine lines made?—Yes.

4301. You dictated that précis?—Yes; immediately after dictating the letter and signing it—in every case.

4302. What the clerk would have to do would be to extend what you dictate?—Yes.

4303. On the 4th of December there were seven letters, of which five were answered by circular; on the 5th there were four letters; on the 6th there were none, it evidently being a Sunday; on the 7th there were three letters, one being answered by circular and another being an acknowledgment; the 8th was a holiday; and on the 9th there were eight?—I have brought a box of papers, which I produce, showing a month's work by the young lady in my office. I also produce a statement which I made for the Minister, showing the moneys received in my office from the month of October, 1885, to the last of November, 1891, which is as follows:—

Copyright and Trade Mark Branch..

DETAILED Statement of all Moneys received from October, 1885, to present date.

Years.	Trade Marks.	Copy-rights.	Designs.	Timber Marks.	Assign-ments.	Copies.	Totals.
	\$ cts.	\$ cts.	\$ cts.	\$ cts.	\$ cts.	\$ cts.	\$ cts.
1885.....	1,700 80	187 41	51 96	18 00	16 00	12 45	1,986 62
1886.....	5,676 20	675 34	248 90	36 00	76 50	82 48	6,795 42
1887.....	6,838 45	696 58	503 50	51 00	87 00	16 00	8,192 53
1888.....	7,961 90	653 48	387 00	66 00	113 73	80 75	9,262 86
1889.....	7,869 95	738 95	322 50	59 00	86 98	34 50	9,111 88
1890.....	8,407 92	747 50	405 00	42 80	199 41	73 75	9,876 38
1891.....	7,199 50	529 48	153 50	22 00	62 98	41 25	8,008 71
Totals.....	45,654 72	4,228 74	2,072 36	294 80	642 60	341 18	53,234 40

OTTAWA, 1st November, 1891.

I have not been out of my office a single day for eleven years, and I have got to the credit of the office \$105,000, made by the way in which I have handled these documents and carried on the work of the office.

The following statement shows the copyrights and trade marks registered during the month of December last:—

SEPTEMBER LIST OF TRADE MARKS.

Registered at the Department of Agriculture—Copyright and Trade Mark Branch.

4122. The Brandon Manufacturing Company, Limited, of Toronto, Ont. Washboards, 3rd September, 1891.

4123. B. Goldstein & Co., of Montreal, Que. Cigars, Cigarettes and Tobaccos, 5th September, 1891.

4124. Louis Ovide Grothé, of Montreal, Que. Cigars, 5th September, 1891.
4125. Robert Watson and Thomas Watson, of Toronto, Ont. Licorice Confectionery, 7th September, 1891.
4126. Tassé, Wood & Co., of Montreal, Que. Cigars, 7th September, 1891.
4127. E. T. Daniels & Co., of 17 and 18 St. Dunstan's Hill, London, England. Tea, 8th September, 1891.
4128. George T. Tuckett, of Hamilton, Ont. Tobacco in Plugs or Packages, 9th September, 1891.
4129. George T. Tuckett, of Hamilton, Ont. Cut Tobacco, 9th September, 1891.
4130. Junius Adrian Thomas Caton, of Victoria, B.C. Tobacco Pipes, Cigar and Cigarette Holders, made of clay, wood, meerschaum, or any other material, 9th September, 1891.
4131. William Thomson Smith, Thomas Henderson Smith, and William Stewart Smith, of Galt, Ont. Automatic figures representing nearly all the trades and professions, 10th September, 1891.
4132. M. J. Pennington, of Montreal, Que. Cigars and Cigarettes, 12th September, 1891.
4133. William Lowry Doran, of Niagara Falls, Ont. Suspenders, 18th September, 1891.
4134. Séraphin Lachance, de Montréal, Qué. Préparation médicinale, 23rd September, 1891.
4135. John Forbes, of Halifax, N.S. Cutlery, 25th September, 1891.
4136.)
4137.)
4138.)
4139.)
4140.)
4141.) J. & P. Coats, L'd, of Paisley, Scotland. Sewing and Crotchet Cotton, 25th
4142.) September, 1891,
4143.)
4144.)
4145.)
4146.)
4147.)
4148. Marie Gabrielle Willermet, de Montréal, Qué. Composé médicinal, 25th September, 1891.
4149. D. Goff & Sons, of Pawtucket, Rhode Island, U.S.A. Braid, 28th September, 1891.
4150. Felix Cornu, of Montreal, Que. Cough Remedy, 28th September, 1891.
4151.)
4152.) Joseph Simon, Paris, France. Parfumerie, 28 Septembre 1891.
4153.)
4154. Navigens Mailhot, de Trois-Rivières, Qué. Cigares, 28 septembre 1891.
4155.) Alfred Nicholls, of New York, N.Y., U.S.A. General Trade Marks, 30th Sept-
4156.) ember, 1891.
4157. George Rudolf Mylius, of Berlin, Waterloo Co., Ont. Toilet Preparation used as a Hair Restorative, 30th September, 1891.
4158. George Rudolf Mylius, of Berlin, Waterloo Co., Ont. Toilet Preparation for effectually removing superfluous hair, 30th September, 1891.
4159. George Rudolf Mylius, of Berlin, Waterloo Co., Ont. Toilet Preparation for Beautifying the Complexion, 30th September, 1891.
4160. The Rendrock Powder Company, of New York, N.Y., U.S.A. Blasting and Explosive Material, and the component parts thereof, 30th September, 1891.

COPYRIGHTS.

Entered during the month of September at the Department of Agriculture—Copyright and Trade Mark Branch.

6069. The Canadian Album: Men of Canada, or Success by Example. Part 3. Vol. I. Edited by Rev. Wm. Cochrane, D.D. Thomas S. Linscott, Brantford, Ont., 1st September, 1891.

6070. Canadiana. Vol. II. William John White, Montreal, Que., 4th September, 1891.
6071. A New Grammar of the English Tongue. Part I. With Exercises by J. M. D. Meiklejohn, M.A.
6072. A Short Grammar of the English Tongue. With Exercises, by J. M. D. Meiklejohn, M.A.
6073. Lives of the Authors, Vocabulary, Notes and Composition Exercises, *re* "La Perle Noire" by Victorien Sardou, and "Le Voyage autour de ma Chambre," by Xavier de Maistre. Edited by J. Squair, B.A., and J. J. McGillivray, Ph.D.
6074. Grammar for Common Schools, by B. F. Tweed, A.M.
W. J. Gage & Co., Toronto, Ont., 5th September, 1891.
6075. Picture of Sir John A. Macdonald, signed W. Bengough, 1891, as per application. David Morton & Sons, Hamilton, Ont., 7th September, 1891.
6076. The Tabulated Phonetic Alphabet, by Caleb Platt Simpson, Leamington, Ont., 7th September, 1891.
6077. Latin Formulæ and Rules for Gender. W. S. Jackson, Toronto, Ont., 7th September, 1891.
6078. The Life and Career of the Right Honourable Sir John A. Macdonald, by G. Mercer Adam. The Rose Publishing Co., Toronto, Ont., 7th September, 1891.
6079. Clair de Lune, (Moonlight). Romance pour piano par Francis Thomé.
6080. Do not Think me over Bold. Song from "The Nautch Girl, or The Rajah of Chutneypore." Words by Frank Desprez, Music by Edward Solomon. Chappell & Co., London, England, 8th September, 1891.
6081. The Dear Home-Land. Song. Words by Clifton Bingham. Music by Walter Slaughter.
6082. Fair Italy Valse, by "Aigrette."
J. B. Cramer & Co., London, England, 8th September, 1891.
6083. Dolce Speranza. Piano Solo, by F. J. Hatton.
6084. Jeannette Valse. Arranged by Frederic Forest.
6085. My Heart's Delight. Polka Elégante. Arranged by Frederic Forest.
6086. O Salutaris Hostia. Song. Words by A. Horspool. Music by Leonard Kane.
6087. Rustic Dance. Arranged by Frederic Forest.
6088. Rêve d'Amour Valse. Arranged by Frederic Forest.
I. Suckling & Sons, Toronto, Ont., 8th September, 1891.
6089. The Wonderful Stanley in Africa, Maze Puzzle. Ira Cornwall, St. John, N.B., 9th September, 1891.
6090. Dix ans au Canada : de 1840 à 1850. Histoire de l'établissement du Gouvernement Responsable, par A. Gérin-Lajoie. Madame veuve A. Gérin-Lajoie, Montréal, Qué., 9 septembre 1891.
6091. Annotated Examination Book-keeping Blanks, specially prepared for use with "McLean's High School Book-keeping." The Copp, Clark Co., L'd., Toronto, Ont., 10th September, 1891.
6092. And this is the Royal Diadem. Song from "The Nautch Girl, or The Rajah of Chutneypore." Words by George Dance. Music by Edward Solomon. Chappell & Co., London, England, 11th September, 1891.
6093. Landmarks of History, by William Johnston, M.A., LL.B., Athens, Ont., 14th September, 1891.
6094. Petit Manuel d'Agriculture, d'Horticulture et d'Arboriculture, par Hubert LaRue. Alphonsine P. LaRue, exécutrice testamentaire de la succession de feu F. A. H. LaRue, Québec, Qué., 14 septembre 1891.
6095. Sheldrake's First Speller. Spatham Sheldrake, Lakefield, Ont., 16th September, 1891.
6096. The Colored Cadets Patrol March. (For the Military Scottische). Arranged from American Melodies for the Piano, by Hedley Massey. I. Suckling & Sons, Toronto, Ont., 17th September, 1891.

6097. Italia. Song. Words by Clifton Bingham. Music by H. Trotere. J. B. Cramer & Co., London, England, 17th September, 1891.
6098. Commerce : Cours Elémentaire, par F. T. D. M.-S. Frère Marie Sigebert, Roxton Falls, Qué., 17 septembre 1891.
6099. Le Verbe en Quatre Tableaux Synoptiques. Contenant tous les verbes réguliers et irréguliers, conjugués d'après les règles de la formation des temps, par H. Marion. C. O. Beauchemin et Fils, Montréal, Qué., 18 septembre 1891.
6100. The Egyptian Dream Book. Thomas Milburn & Co., Toronto, Ont., 18th September, 1891.
6101. Tarantelle, pour piano, par Paul Sohmer. I. Suckling & Sons, Toronto, Ont., 19 septembre, 1891.
6102. }
6103. } Photographs. Hon. Wilfred Laurier. { (Marked A)
6104. } " " { B
6105. } Photographs Group of the Liberal Members of the House of Commons of Canada, 1891. { C
6106. Olive Lancers, for Piano, by Chas. Bohner. Samuel James Jarvis, Ottawa, Ont., 21st September, 1891.
6107. The Classic City Polka, for Piano, by Mamie Trow. Whaley, Royce & Co., Toronto, Ont., 23rd September, 1891.
6108. Gospel Hymns, No. 6, by Ira D. Sankey, James McGranahan, and Geo. C. Stebbins. The Copp, Clerk Co., L'd., Toronto, Ont., 23rd September, 1891.
6109. The Botanical Collector's Guide, by D. P. Penhallow, B. Sc., F.R.S.C. E. M. Renouf, Montreal, Que., 23rd September, 1891.
6110. The Cent Stamp Savings Life Income Indemnity Guarantee and Agency System of the Life Bank Redemption Fund. (Pamphlet). Geo. Tomkins, Toronto, Ont., 23rd September, 1891.
6111. Polka Polonaise. (New Dance). Music and Dance by Prof. J. F. Davis, Toronto, Ont., 23rd September, 1891.
6112. Soldiers of Liberty. Story which is now being preliminarily published in separate articles in "The Household Companion," Toronto, Ont. (Temporary Copyright). Emily Weaver, Toronto, Ont., 23rd September, 1891.
6113. Catholic School History of England, by A Catholic Teacher. (Dominion Catholic Series).
6114. Sadlier's Dominion Fourth Reader. Revised and Enlarged by A Catholic Teacher. (Dominion Catholic Series.) James A. Sadlier, Montreal, Que., 25th September, 1891.
6115. Les Larmes. Paroles imitées de Saint-Augustin, par P. Juillerot. Musique par George Hébert, Québec, Qué., 26 septembre 1891.
6116. Business Men's Jubilee or Carnival, in Prose, Rhyme and Jingle, by Mrs. V. S. Patterson, London, Ont., 28th September, 1891.
6117. Outline Map of the City of Winnipeg and part of the Town of St. Boniface, Manitoba. George McPhillips, Windsor, Ont. Frank and Robert Charles McPhillips, both of Winnipeg, Man., 29th September, 1891.
6118. Tables of the German Declensions and the Rules Governing Them, by Albert Drenge, Ottawa, Ont., 29th September, 1891.

TUESDAY, 19th January, 1892.

Mr. RICHARD POPE, Deputy Commissioner of Patents, was recalled and examined.

4304. Please explain the work of the different divisions of the Patent branch?—The reason the various divisions are kept separate from each other is that their duties being perfectly distinct, I can hold each responsible for its own work, whereas if they were amalgamated, there would be a divided responsibility, which would lead to confusion. The records in one room, to the number of 40,000, consist entirely of patents, while the records in the correspondence room, numbering several thousands, consist

entirely of applications and correspondence relating to patents, and they must be kept absolutely distinct and in separate rooms to avoid confusion. As I have stated, all letters addressed to the Commissioner of Patents or to the Patent Office go to the cashier and are opened by him. About 36,000 letters were received in 1891, all of which are read by Mr. Lynch, the cashier, before distribution, and he brings to the notice of the Deputy Commissioner any matter arising out of the letters requiring immediate attention. Many of the communications are received by him in parcels or rolls, and they are often so strongly done up, and fastened with gum and glue, that it takes several minutes even to open them. So that these take a great deal more of his time than is necessary to open an ordinary letter. In the month of December, 1891, 3,725 letters, averaging 148 daily, were received and opened by him; and the month of December is a very weak month, in which we do less business than in other months. One-third of these letters would contain money in fees ranging from 25 cents to \$60. 116 registered letters were received in December, most of which contained bank notes, cheques, drafts, and money orders received by ordinary mail. Postage stamps are not receivable, but are constantly sent for small fees. They give much trouble, and can be disposed of from time to time only in change to resident patent agents. The cashier's room is the receiving office for all business addressed to the Commissioner, the local agents depositing always in person their cases, and making enquires regarding previously filed matter. About \$2,000 was paid over the counter in December, in sums varying from 25 cents to \$60. Mr. Lynch is also the receiver of fees paid under the Trade Mark, Design, Copyright and Timber Mark Acts, which are treated in separate books on the same plan as patent office fees. Duplicate copies of all entries are sent to the Auditor General monthly, and the same of refunds quarterly. The capitulation of year's business is sent likewise. About 350 telegrams were received in 1891. Money is frequently received by telegraph, to save expiring patents, requiring Mr. Lynch to personally collect the same at the telegraph office. Frequently small fees are sent by English and United States postal money orders which are not payable in Canada. These have to be returned by the cashier to the remitter and a letter written. \$2,815.47 were refunded in 1891 by cheque on letter of credit signed by the deputy and cashier. The cashier's security is \$8,000; his bonds are deposited with the Secretary of State. Mr. Lynch is in charge of the attendance book, and makes daily and montly reports.

4305. All this is what Mr. Lynch does alone without help?—Yes, without help. I submit a statement on the same subject, prepared for me by Mr. Lynch:—

PATENT OFFICE, CASHIER'S DIVISION.

All applications for any action under the Patent Act, correspondence, registered letters and parcels are deposited with the cashier (Mr. W. J. Lynch), also all telegrams received.

The number of official letters received in 1890 was 39,565, an average of 141 daily.

A receipt is drawn in duplicate for each fee paid, one being for the applicant or remitter, and the other as a part of the office file which ultimately reaches the Record room when patent is granted—the applicant's receipt is sent from the Correspondence Division. This practice greatly favours the checking system, and prevents errors or frauds occurring in accounting for the moneys.

From the stub in receipt book is entered into the cash book each item opposite the corresponding number therein printed, and a detail of subjects, twelve in all, is made.

A full copy of each cash entry is monthly sent to the Auditor General, together with the original stubs and a list of the deposits.

A daily deposit is made to the credit of the Receiver General, and the books balanced at the end of each month.

Fees are paid by various methods, namely: Bank notes, cheques, drafts, foreign bills and exchange, money orders, postal notes, express orders, American currency, postage stamps. All of the above excepting bank notes are made payable to the

Commissioner of Patents and are endorsed thus : as a safeguard : " For deposit to credit of the Receiver General. (Signed), W. J. Lynch, Cashier, Pro Commissioner of Patents, Canada."

The money orders (express and post office) have to be presented for pay stamp before depositing.

The fees received in 1890 were \$90,027.16, and in 1891 \$86,960.59, two-thirds of which is received from foreign countries.

The cashier is intrusted with the opening and perusal of all letters accompanying the above mentioned mail matter with instructions to have a personal supervision over the incoming correspondence previous to the distribution to the various subdivisions.

Disbursements and refunds are made through a letter of credit issued jointly in the names of the deputy-commissioner and cashier, a return of which is quarterly sent to the Auditor General.

Mr. Lynch is also the receiver of fees paid under the Trade Mark, Copyright and Design Acts, such fees being subject to the same treatment as heretofore mentioned.

The attendance book of the Patent Office Staff is also in charge of Mr. Lynch, who reports daily to the deputy commissioner.

Mr. Lynch has furnished bonds for the faithful performance of his duties to the amount of eight thousand dollars, which are filed in the office of the Secretary of State as prescribed by law.

Duties of the Assisting Clerk.—John Gleason, an extra clerk, with qualifying examination certificate, at a salary of \$365 per annum, assists the cashier in receipt making, book entries, and general office work, attends the banks, money order and express offices, distributes the work from the cashier's room and makes all copies for the Auditor General's Office, is efficient and most regular.

This outside duty alone is of great importance in the despatch of business, not having to wait the regular convenience of regular messengers whose movements are not under the control of the cashier. He also assists in the other branches when required.

I produce Mr. Lynch's cash book, showing the patent office fees received, all the entries being numbered continuously. I also produce a book of bank receipts, which he fills up, the receipts all being numbered, and having stubs with corresponding numbers. These receipts are made out in duplicate one being sent to the remitter, the other being kept in the office and attached to the application. On the receipt it is stated whether the payment is made by cheque or money order, whether it is for fees, caveat, patent, assignment, copies, or sundries. On the back of the receipt is printed the tariff of fees and certain directions in regard to making remittances.

4306. The total number of entries for patents in December, 1891, was 406, about 16 a day?—Yes. The cashier also sends to the Auditor General a monthly statement, which is a copy of his cash book. In addition to that, he sends a quarterly return showing the refunds. In cases in which we do not grant the patent, the applicant is entitled to have returned \$10. These things do not cover the whole of his work. He has to go personally to the telegraph office and to the banks.

4307. He is a first class clerk, is he?—Yes.

4308. What salary does he receive?—\$1,400 I think. I produce also the cash book for trade marks and copyrights.

4309. For December, 1891, it contains 83 entries?—Yes. He also sends a copy of this cash book monthly to the Auditor General. He keeps for copyrights and trade marks a receipt book similar to that for patents.

4310. The next branch is the correspondence branch?—Yes. The letters that go to Mr. Lynch, after having been opened by him and the money extracted, are sent by him to the correspondence branch, with the exception of letters containing caveats which are sent direct to Mr. Casgrain, the clerk of caveats.

4311. How many letters were received and answered in the correspondence branch in the month of December last?—I submit a statement, showing the work of the correspondence branch, which I got the clerk in charge of that branch to prepare for me :—

	1891.
Applications 3,233, average of 5 letters in each case.....	16,165
Correspond. 4,112, “ 5 “ “	20,560
<u>7,345</u>	<u>36,725</u>
Applications and letters received during the month of December, 1891 :—	
Applications 269, average of 5 letters in each case.....	1,345
Correspond. 427 “ 5 “ “	2,135
<u>696</u>	<u>3,480</u>

DEPARTMENT OF AGRICULTURE, PATENT OFFICE,
OTTAWA, CANADA, 7th January, 1892.

To R. POPE, Esq.,
Deputy Commissioner of Patents,

SIR,—In compliance with the desire expressed by you in the course of your conversation yesterday, I have the honour to submit the following report for your information :

The duties devolving upon me are,—

1st. To take under consideration and minute examination all correspondence coming to the Patent Office and to distribute it according to the nature of the enquiry.

2nd. The collection of all information required in regard thereto.

3rd. The revision and inspection of all work done by the comparers of applications for patents.

4th. All the correspondence of the Patent Office, which is quite voluminous, subject of course to your supervision. And here I wish to state that this task has become much less arduous since Mrs. Bowden—whose assiduity, ability and superior intelligence have made her one of the most valuable and efficient clerks in the Patent Office branch—received instruction to assist me in the execution of my official duties.

In addition to these duties, the multiplicity and importance of which cannot be ignored, the undersigned has also to oversee the arduous and varied work of the eight clerks under his control—five of which are permanent employees, and three extra clerks.

Among the first must be mentioned Mr. Lévêque, who has charge of the registration of all applications for patents in registers kept for this purpose, and whose duty it is to record in this book all actions taken in each case, and to keep an index of the names of the applicants, and titles of inventions, work which requires assiduity, punctuality and experience in ledger-keeping, all of which are possessed by Mr. Lévêque, who has for assistance in this work the co-operation of Mr. Veilleux, who performs his task, I have reason to believe, to the entire satisfaction of his superiors. In addition to the assistance he renders Mr. Lévêque, Mr. Veilleux is occupied in impressing letters, to be despatched, and in making searches regarding documents whenever the same may be required.

Mr. Tremblay has the sorting and arrangement in their proper endorsements of all amended applications and other documents which are sent to this office for examination, and is also engaged in acknowledging by printed circulars receipt of all applications passed by the comparing clerk. This necessitates constant and diligent application, and I am happy to be able to say that Mr. Tremblay acquits himself with honesty and assiduity.

Mr. Verner's duties are to endorse all applications for patents—which consist of a precis, giving names of inventor and solicitor, title of invention and date of filing, etc.

Mr. Walsh endorses all letters and assignments received ; keeps a register of all applications referred to examiners, attaches in required order all papers concerning same,

and is expected to furnish all endorsements or other documents of which the office may have need in order to expedite the business of the office. Both these gentlemen are well qualified for these different tasks, and acquit themselves creditably.

This completes the list of permanent employees under my immediate control.

Mrs. Bowden, an extra clerk, in addition to the duties mentioned above, despatches all patents issued, returns for correction all defective applications, all examiners' reports; also, the continually-increasing number of patents which come to the office for extension of the term to import or manufacture, or for prolongation of the term for which these patents have been originally granted.

Miss Hamilton, who is also very intelligent and industrious, keeps the general correspondence books, and performs her task with a great deal of ability, tact and discernment.

Miss Armstrong, a new appointee to the office, is engaged in copying the reports made by the examiners and any other copies that may be required, and does this work, which occupies the greater part of her time, in a careful and faithful manner.

You will see by this brief statement of the duties performed by the above-mentioned employees that the business of this part of the Patent Office is not wanting in importance, and is far from being a sinecure. In fact, if it be taken into consideration that during the past two years the number of applications received reached a total of 6,793, the fees amounted to \$161,874.41, and the large number of letters to which attention had to be given, it is easy to realize that the clerks are constantly occupied, and that many of them have frequently to remain in the office after the regular hours in order that the work may be accomplished within the necessary time. It must not be forgotten either that every letter, application for patent, assignment for registration, copy of certificates and all documents going out from the Patent Office can neither be received nor despatched without passing through our hands several times.

All of which is humbly submitted.

(Signed) JOS. FERROL DIONNE.

I may say that in addition to the correspondence there is a great deal of routine work in the department. When the letters go from Mr. Lynch to the correspondence branch they have to be endorsed with the date, the name of the writer, the name of the subject, and the name of the invention. These are sent to another clerk, who keeps a register of each case, and makes note of what becomes of it. Then they are sent to the comparing branch. After they come back from the comparing branch, if they are reported to be irregular, the register clerk makes an entry of the return of the papers from the comparing room, and they are then addressed with a letter to the inventor or the sender, and the irregularities are pointed out to him, and he is asked to make the necessary corrections and return them to the office. After they are returned they go to the correspondence branch again, and go through the same routine a second time—first to the correspondence branch, where they are examined then to the registrar, who enters them, and then to the comparing room. If they are returned from the comparing room and reported to be correct, the registrar makes an entry of that, and the papers are then sent to the examiners, and he makes an entry of that to show where they have gone to. The examiners then report upon the case as to whether the invention is patentable or not, returning the application to the correspondence room with their report thereon. It is then again entered in the registrar's book as having been returned from the examiners; and if the examiners have made any objections to the granting of a patent, the papers are again returned to the inventor, with a statement of the objections and a copy of the report of the examiner. That is registered in the book also. When the papers are again returned they go through the same routine. If the papers are returned this time correct they are then sent to the caveat clerk, and if there is no caveat for the invention the patent is granted.

4312. In the statement you have given, the applications and the correspondence are said to have reached five letters in each case?—Yes.

4313. In the year you are stated to have had 7,345 files?—Yes.

4314. And there may have been one letter in a file or ten?—Yes.

4315. Taking the average, it only makes 20 letters a day for each man in the correspondence branch?—There is also a great deal of correspondence with persons enquiring about patents.

4316. They do not take up much of your time?—Oh, they do. We cannot help that.

4317. Would it not be possible to have a special place in charge of one man for enquiries?—No, because the records of patents have often to be consulted, and there are 40,000 of them. But information about pending applications must be got from the correspondence branch.

4318. The weak place in the organization of your office seems to be that the same matter has to go through different persons several times?—It cannot be otherwise. The letters may be all asking for different things—one for assignments, another about a pending application, and so on.

4319. Is there really work enough in the correspondence division for 9 clerks?—As the Civil Service is at present constituted——

4320. We do not want your answer in that way. We want to know whether as a business man you have work enough there for 9 clerks doing work?—I say that, as the Civil Service is now constituted, that is to say, the appointments and promotions being made, in a great measure, through political influence, or from political considerations, I do not think the staff of the Patent Office could be reduced, and the work done as expeditiously and effectively as it now is; but if the appointments and promotions in the Civil Service were made from considerations of merit and capacity, I think the staff could be very much reduced.

4321. And would that be true of the whole staff, with the exception of the examiners?—With the exception of the examiners. I would also say, with the exception of Mr. Lynch.

4322. How many entries were made in the records, and how many documents engrossed last year, for which there are 9 clerks?—In the record room there were 2,343 patents issued in the whole year, or an average of 195 a month. Last month there were 167 certificates issued. By law a man can take out a patent for five, ten or fifteen years. Generally they only take them out for five years. At the expiration of the five years, if a man applies for an extension for five years more we grant what we call a certificate for that. The number of certificates granted during the year was 393. It is impossible to tell the number of copies of patents issued during the year. There are a great number, perhaps on the average four or five a day.

4323. Do you send them for nothing?—No; we charge \$4.25 for an average copy of a patent. In addition, people often come in to make searches into patents, that is, to see the specifications and drawings, and it takes almost the whole time of a clerk to take down the file from the shelf and put them on the counter for the inspection of visitors. Mr. Routhier is the custodian of the patent records and superintendent of the following duties to be performed, viz.:—Drawing up all patent deeds, extensions of patent and their exemplifications, etc.; registration of patents; supplying all certified copies of patents, specifications, drawings, etc.; printing and translating of the *Patent Record*; giving information about patents granted, their standing, etc.; making report of the number of patents and extensions granted throughout the year. I produce a copy of a patent. There is not much writing in it, but it necessitates the reading over of the petition which the inventor sends in, in which he sometimes asks that the patent may be issued to A B, to whom he assigns it. In some cases he assigns only a share of his patent to certain individuals, and he wants it issued to A B and himself jointly. After the patent is engrossed the claims have to be copied. A duplicate of the patent is made, which we keep on file and get bound in a book, and the claims are also copied for publication in the *Patent Record*. Copies of the specification and drawings have to be attached to these. This is all done in the record and engrossing division. Then, these have to be compared, which is done aloud; and we therefore require to have separate rooms, but all this work is done in the patent branch, under Mr. Routhier's supervision.

We are frequently asked for copies of these long specifications and claims, and some of them, especially the old ones done on parchment, are very lengthy indeed. In addition to the charge of \$4.25 for copies of patents and specifications, which is fixed by the law, we make a further charge for the copies of the drawings, the charge varying according to their difficulty and extent.

4324. Who makes the drawings?—Mr. Desjardins, in the record room. It is not properly drawing at all; the copies are made on the process, called blue print.

4325. Coming to the examiner's room, how many examinations did they make during the year 1891, and during the month of December, 1891?—3,116 during the year, and 187 during December last. There was 773 passed during the year, which we are keeping, waiting for the models. The examiner's branch is very weak in the staff. The United States Patent Office issues 23,000 patents a year, about eight times as many as we do, and it has 176 examiners.

4326. We suppose the more patents you register the more difficult the work of the examiners is?—Yes, because every patent is supposed to be for something new, and the improvements now are so slight in the industrial arts that it requires a great deal of delicacy to be able to say whether a device is such an improvement as involves the exercise of the inventive faculty, or whether it would suggest itself to an ordinary skilled mechanic. In the United States Patent Office inventions are divided into many classes, whereas our examiners have to examine everything.

4327. Next explain the assignments branch?—The following statistics have been furnished me in reference to this branch:—

Assignments recorded in 1891	1,231
do returned for informalities	600
do copies made	100
do abstracts of or titles given	250
do letters pertaining to	971
do indexing, average three names title to each assignment	4,924
do indexing numerically	1,231

In addition, there are many personal enquiries by patent attorneys, lawyers, inventors and others, entailing much work, which does not appear in the books or records of the office. The staff consists of one man, Mr. Lyster. These assignments are sent in duplicate, and after comparing them to see that they agree Mr. Lyster sends one to the applicant and retains the others, making a record of it in his book. We charge 50 cents for abstracts of titles. These are indexed under three heads—the name of the inventor, the name of the assignee and the name of the subject.

4328. Do you not think that this is one division at least that you could do away with? What difficulty would there be in making a note in your register of patents that this patent is assigned to so-and-so in whole or in part?—There would be no difficulty about that, but you would require a clerk to attend to it all the same.

4329. How long is it since an assignment branch was created?—Eleven or twelve years ago.

4330. Could you devise means for entering these assignments in the general register of patents?—That could, of course, possibly be done. I think it could be done by a clerk in the correspondence office.

4331. Come now to the caveats branch?—The number of caveats filed during 1891 was 215. The number of applications was 240. The number of caveats filed in December last was 19. The number of caveats on hand is 4,519. Two sets of books are kept with respective indexes, and all the correspondence is carried on by Mr. Casgrain. Three interference cases, which necessitated large correspondence, were declared during the year.

4332. Why have the caveats to be kept secret?—Any inventor who has not completed his invention, but is afraid that it may be anticipated by another man before he

has time to complete it, sends in a very imperfect description of it, which is called a caveat, which has to be kept secret; 2,418 patents were examined in the year to see whether they interfered with the caveats.

4333. Is that man's time really constantly employed at the caveat business?—No. He could do more work if more work came in. Mr. Lynch could also do more work if more came in, but I certainly would not advise that Mr. Lynch should be asked to do work in another branch.

4334. Would you not secure secrecy in the caveats if you had the register and the papers under your own control?—Certainly, and they are now.

4335. And a junior clerk or a secretary assisting you could maintain the secrecy as well as a higher clerk?—Oh, yes. To show you the nature of the work, I produce an application which has come in to-day for a patent on car-couplers. The clerk looks and he finds eight caveats on that subject. He has to examine every one of them to see if any of them conflict with the application.

4336. Suppose this application were sent to you or your clerk to see if he had any caveat on car-couplers, he could look, and finding that he had seven papers they could be sent to examiners to do the rest?—The examiners cannot now do the work.

4337. But suppose you had a sufficient staff, it would not be necessary to have a skilled examiner to take charge of the caveat division?—No.

4338. What salary does that man receive?—\$1,800; but it is only an accident that he is there. The man before him was a second-class clerk receiving \$1,100.

4339. Would you not be a great deal better off if the skilled examiners doing this work were in the examiners' room, and you had a junior clerk to keep this register under your own eyes?—Yes; that could be done.

4340. Do you think the revenue of the Patent Office would be increased if the fees were decreased?—It is a very hard thing to say. There is a great diversity of opinion about the reduction of fees and also about requiring models. The patent agents and inventors have had a meeting in Toronto, and have recommended certain things, some of which we could adopt, but some of which we could not.

4341. How much does the *Patent Record* cost?—\$12,000 a year.

4342. How much does it yield?—Nothing. It is given away, the object being to enlighten the people. We send copies to every mechanics' institute, every public library, and almost every patent office in the world.

4343. Do you send it to private individuals?—No. It is supplied to senators and members of Parliament. There is one request I have been asked to make to the Commission. If you desire any further details, I should be glad if you would send for the heads of the different branches, who would be glad to give all the information in their power.

WEDNESDAY, 20th January, 1892.

Mr. SIDNEY SMITH, Superintendent of the Printing and Supply Branch of the Post Office Department, was called and examined:—

4344. You are the Superintendent of the Printing and Supply Branch of the Post Office Department?—Yes.

4345. How long have you held that office?—Since June, 1882.

4346. A representative of that branch has come before us and stated that the packers are doing work the importance of which is not properly recognized, that they have to check the accounts for an expenditure of about \$120,000 a year, so that they are to a great extent clerks instead of packers?—I think the statement is well founded.

4347. Will you kindly tell the Commission the extent of your staff, stating how many are mere packers and how many are occupied in higher duties?—Yes. I produce the monthly Conduct Return for December, 1891. I also produce the Duty List, which accompanies the Conduct Return, and which explains the work in which

each man is engaged. The names are entered upon it according to seniority of appointment. Nine of the packers have qualified for a higher grade, and of these seven are certainly engaged in the higher grade work, and are well entitled to advancement to the third class. For instance, the man who was before the Commission on Thursday last, J. H. Lewis, keeps books of accounts, checks accounts, issues cheques in payment of accounts, compiles statements of expenditure, &c. I may say, in addition, that he is a German scholar. In connection with one of the other branches, a clerk who receives a considerably larger salary than this man, when he finds himself at a loss in a German translation, has to appeal to Lewis, who is his superior in every respect, and yet that man is classed as a sorter and packer, and receives now, I think, about \$400 a year. His is a signal case. Another packer, Michael Galvin, issues stores for country offices in New Brunswick, Nova Scotia, Prince Edward Island, Manitoba and British Columbia. George Elbourne, J. Barrett, W. H. Shoney, P. Kehoe, J. L. Spence and Joseph Marier all come under the same category as Lewis, and are men of very much the same calibre. There are two other men classed as sorters and packers whose cases are very peculiar—W. Cooch and J. H. Elliott. Cooch's duty is to keep a record of urgent and overdue orders upon the Printing Bureau and the Stationery Office, and work up the execution of the same. The printing and the stationery is very large, the number of requisitions issued mounting into the thousands every year. We find that the work is not got out as rapidly as we desire, and it occupies pretty much all of the time of this man in working up overdue work and urgent orders. In addition to that, he inspects the boots supplied to the letter carriers.

4348. Has he any special training for that?—He has ; he was a practical shoemaker before he came to the department, and I understand that his health failing, he thought some lighter employment would be better for him, and he obtained employment in the Government service twenty years ago. He is in receipt of only \$500 a year now. Last year he examined the boots of 393 carriers. We furnish them twice a year. He rejected 56 pairs. The cost to the department of this supply of boots was \$3,542.39. Of course, this is altogether special work, demanding special acquirements. Such work is paid for by the Militia Department at the rate of \$10 a day to a man specially employed while so employed. The man I speak of has hitherto done this work of examining the boots of carriers without additional pay, and he represents that this is in a measure a hardship. The case of George Elbourne is one of a special character also. Though classed as a packer and sorter, he receives checks, examines and issues new and repaired mail bags for post office inspectors and postmasters. He was appointed in 1877, at \$365, was promoted in September, 1879, to \$395, was appointed permanently on the 1st of July, 1883, at \$395, and has received the statutory increase of \$30 a year since that time until he has reached the maximum of the class, \$500. His duties are of an important character. He is responsible for the issue, selection and examination of all stores for money order and savings banks offices, which number 1,015 English and 90 French—1,105 altogether. The case of J. H. Elliott is also of a special character. His duty is to receive, check, examine and issue new and repaired mail bags for post office inspectors and postmasters. Last year the cost of repairs to mail bags was \$5,413.72, the cost of new bags was \$22,595.71, making a total of \$28,009.43. We have to depend on this man and an assistant, named Peter Grant, a temporary packer, for the efficient checking of bags when they come in. It is their duty to see that the samples submitted to the contractors when the contract is made is lived up to in the contract, and that the material used in the bags is not permitted to deteriorate in any way. They have to examine every bag sent in for repair, and they must judge whether it would pay the department to have a bag repaired, or whether it has reached such a point of deterioration as to justify its destruction. This is an important duty, involving dollars and cents every day and hour ; and although that man has been in the public service since 1872 as a packer and sorter, his present salary is only \$500 a year. Just before I came over he gave me a statement showing how he stood after paying his various household expenses. His salary is \$41 a month. His expenses are as follows :—Rent, \$10 ; fire and light, \$7 ; water rates, 84 cents.

These sums deducted from his salary leave \$23.16 a month ; he has seven children, who, with his wife and himself, make up a family of nine ; and this sum gives \$2.56½ per month for each.

4349. Are all your bags, stamps and uniforms supplied by contract ?—Yes.

4350. You have contracts with Borbridge and the Sanford Manufacturing Company ?—Yes, for bags and uniforms.

4351. You have no reason to suppose that these firms pay commissions to any of your staff ?—Oh, no ; I am sure they do not.

4352. Have you any idea what the man who examines the boots would earn outside as a shoemaker ?—I cannot tell.

4353. The point you make in reference to this man is that he does that work in addition to his stated work ?—Yes.

4354. Is his stated work sufficient to keep him employed ?—Quite so.

4355. You have 400 carriers ?—Yes, rather more than 400.

4356. And you supply them with about 800 pairs of boots each year ?—Yes.

4357. How many pairs of boots could he inspect in a day ?—He would get through perhaps 50 pairs. Of course some makers' boots are better than others, and it takes less time to examine some than others which are known to fall below the standard.

4358. You say there are some that fall below the standard ?—Yes. They are compelled to take back the boots rejected and replace them, and this inspector of boots knows these men, and I have told him to be specially careful in examining the boots from certain makers.

4359. Have you any contract with boot makers in the Lower Provinces ?—Not now. We had with Tanner, of Pictou, some years ago, but the boots were so inferior that in accordance with my recommendation the Minister, by Order in Council, got the contract cancelled.

4360. You have nothing to do with the granting of the contracts ?—When the tenders come in they are examined by me, and a statement is made out and submitted to the Minister.

4361. But you have to accept the articles as they come ?—Yes. I would like to bring before the Commission the very contracted space provided for the work of our branch, and the great danger that exists of fire. I produce the annual statement, showing the full details of the work of my branch.

4362. You think you have not too many clerks in your branch ?—I think not. Of course every new post office opened adds at once to the work of the supply branch, so that the work is increasing all the time, and I do not know what I should do if any of my present staff were to be taken away. Just at present some of the men are ill with the prevailing epidemic, and it is really somewhat awkward to get on without them. I am obliged to keep some of the men after hours, and they are willing to remain. I produce a statement showing that the transactions of the branch, in one day, numbered 94,538. I produce a catalogue of the articles we supply to postmasters and inspectors. Everything is catalogued and set forth in detail, and the requisitions for supplies must correspond with the catalogue. I also produce the various forms of requisitions of supplies.

4363. We suppose, speaking generally, if you were drafting an Act in which the services of these different men in your branch were to be described, you would describe them differently from what they are now ?—Oh, yes ; quite differently. The office I am connected with has been evolved, so to speak, out of the needs of the postal service as they have grown within the last ten years or so. We found it necessary to establish some such office as the office which exists for a similar purpose in the general Post Office Department in London and in the Post Office Department at Washington.

4364. How many officers have you in your branch ?—The total staff numbers 34.

4365. Are you aware that in the Post Office Department in London the superior class of packers are called overseers, and are paid weekly wages ?—I believe such is the case.

4366. These overseers receive 50 shillings a week, and do not come under the superannuation system?—I believe that is the case.

4367. As a matter of fact, there are only six officers in the postal supply department there drawing annual salaries?—I rather think that in England they follow a system different from ours; that is, they have depots through the country in connection with many of the larger offices, where reserve stores of supplies are kept from which the neighbouring offices draw. That makes it necessary to employ a smaller staff at headquarters. But here everything is sent direct from the department. The conditions of the Washington department more nearly resemble those of our own. They have a vast territory to supply, as we have.

MONTHLY Return of the Conduct and Service of the Clerks and other Persons employed in the Printing and Supply Branch of the Post Office Department, during the month of December, 1891.

Name.	Rank or Class.	In what Duty Employed during the Month.	Whether absent from duty during the Month, and if so, for how long, and for what cause.	Statement by Supt. whether Conduct has been good or otherwise—if there has been misconduct in any case, the nature of it is to be fully stated for the information of the Postmaster General.
J. O. Fortier.....	1st	For information under this head, see duty list.	6 days annual.....	Conduct generally satisfactory.
W. D. O'Brien..	2nd.....		Not absent	
J. R. Greenfield..	do		do	
H. H. Gray.....	do		Temporarily employed in Postmaster General's office	
R. Greenfield.....	3rd.....		Not absent	
D. H. Goulden.....	do		do	
W. Ferguson.....	do		1 day special.....	
J. Briggs.....	do		do	
M. J. Mahon.....	do		Not absent	
W. Cooch.....	Packer, &c.....		do	
M. Galvin.....	do		do	
T. Hartnedy.....	do		do	
G. Elbourne.....	do		do	
J. Barrett.....	do		do	
J. H. Elliot.....	do		1 day sick.....	
J. B. Laurie.....	do		Not absent	
J. Bell.....	do		do	
W. H. Cheney.....	do		do	
P. Kehoe.....	do		do	
J. H. Lewis.....	do		do	
J. L. Spence.....	do		do	
Jos. Marier.....	do		do	
W. H. Pearce.....	do		do	
E. T. Edwards.....	do		do	
L. B. Scott.....	Temp. clerk.....		do	
T. J. Nolan.....	do packer.....		do	
L. Durocher.....	do do.....		do	
P. Grant.....	do do.....		do	
A. Watson.....	do do.....	do		
N. Taylor.....	do do.....	do		
E. H. Morse.....	do do.....	do		
M. Conway.....	do do.....	do		
N. Mitchell.....	do messenger.....	do		

Date of return, 5th January, 1892.

SIDNEY SMITH,
Superintendent.

*Duty List.*PRINTING AND SUPPLY BRANCH,
POST OFFICE DEPARTMENT.

Accompanying monthly Conduct Return, December, 1891 :—

Permanent Clerks.

I. J. O. FORTIER, first class clerk.—Prepares requisitions to Printing Bureau and Stationery Office for printing, stationery and publication, and in charge of record of the same ; assumes supervision of branch in Superintendent's absence.

II. W. D. O'BRIEN, second class clerk.—Proof-reading, keeps stock ledger of money order and savings bank stores, and prepares the requisitions for the same.

III. J. R. GREENFIELD, second class clerk.—Supervises division of letter carriers' uniforms, mail bags, scales and weights, etc. ; does correspondence relating thereto.

IV. H. H. GRAY, second class clerk.—Temporarily employed in the Postmaster General's office.

V. R. GREENFIELD, third class clerk.—Supervises general distribution room and issue of stores to outside service generally, correspondence, &c., connected therewith.

VI. D. H. GOULDEN, third class clerk.—Keeps daily register of issues to provinces and assists in proof-reading.

VII. W. FERGUSON, third class clerk.—Keeps stock register of departmental post office inspectors and postmasters' stores, supervises issues of departmental stores.

VIII. J. BRIGGS, third class clerk.—Corresponding clerk, shorthand and typewriter.

IX. M. J. MAHON, third class clerk.—Issues savings banks stores and equipments for new non-accounting offices ; charge of general distribution room in absence of supervising clerk.

Permanent Packers and Sorters.

I. W. COOCH.—Keeps record of urgent and overdue orders upon Printing Bureau and Stationery Office, and "works up" execution of same ; inspects boots supplied to letter carriers, demanding practical acquirements.

II. M. GALVIN.—Issues stores for country offices in New Brunswick, Nova Scotia, Prince Edward Island, Manitoba and British Columbia.

III. T. HARTNEDY.—Duty of packing stores generally.

IV. G. ELBOURNE.—Issues money order stores and equipments for accounting offices throughout the Dominion.

V. J. BARRETT.—Issues stores for offices in Ontario, and checks addressed envelopes for departmental orders, circulars, enumeration returns, solvency returns, &c.

VI. J. H. ELLIOTT.—Receives checks, examines and issues new and repaired mail bags for post office inspectors and postmasters.

VII. J. B. LAURIE.—Addresses envelopes for departmental orders, circulars, &c. ; also engaged in duty of packing stores generally.

VIII. J. BELL.—Addresses envelopes for departmental orders, circulars, &c. ; also engaged in duty of packing stores generally.

IX. W. H. CHENEY.—Receives, examines and checks all stores from Printing Bureau and Stationery Office and issues receipts therefor.

X. P. KEHOE.—Issues stores for post office inspectors, city postmasters and banks, sends out receipts therefor.

XI. J. H. LEWIS.—Keeps books of accounts, checks accounts, issues cheques in payment of accounts, compiles statements of expenditure, etc.

XII. J. L. SPENCE.—Assists J. R. Greenfield in connection with carriers' uniforms, mail bags, scales and weights, etc. ; keeps stock book and records of issues to inspectors and postmasters—assumes charge in J. R. Greenfield's absence.

XIII. JOSEPH MARIER.—Issues stores for country post offices in Quebec and a portion of Ontario—French translation.

XIV. W. H. PEARCE.—Examines money order books received from Printing Bureau.

XV. E. T. EDWARDS.—Issues stores for post office inspectors and city postmasters—in charge of reserve stock.

TEMPORARY EMPLOYEES.

Temporary Clerk.

I. L. B. SCOTT.—Keeps daily and monthly register of books of issues, distributes date-stamping type to country post offices, and does correspondence and makes out orders in connection therewith.

Temporary Packers and Sorters.

I. T. J. NOLAN.—Checks receipts for mail bags for repair and assists in examining and packing carriers' uniforms.

II. L. DUROCHER.—Keeps daily register of stores and mails despatched to Ottawa post office and files away requisitions for stores when completed—French translation.

III. P. GRANT.—Assists in receipt of and in checking, examining and issuing mail bags.

IV. A. WATSON.—Assists in messenger's duties and in delivering departmental stores.

V. E. H. MORSE.—Packing and assisting generally.

VI. M. CONWAY.—Engaged in checking return of receipts for carriers' uniforms, mail bags, scales and weights, etc., and in packing supplies.

VII. N. TAYLOR.—Engaged in packing stores generally.

Temporary Messengers.

I. N. MITCHELL.—Writing out and booking receipts for stores issued in accounting offices, and checking off return of receipts for same.

(Signed.)

SIDNEY SMITH,
Superintendent.

RECAPITULATION.

- 1 Superintendent.
- 9 Permanent clerks.
- 1 Temporary clerk.
- 15 Permanent packers, etc.
- 8 Temporary packers, etc.

—
Total 34
=

POST OFFICE DEPARTMENT,
PRINTING AND SUPPLY BRANCH,
OTTAWA, 19th December, 1891.

MEMO. OF WORK IN GENERAL DISTRIBUTION ROOM.

Number of requisitions received and dealt with.....	130
Number of items dealt with on requisitions.....	546
Savings bank accounts stamped with name of office.....	450
do envelopes do do.....	350
Money order books issued (200 orders in each).....	30
Savings bank pass books issued.....	180
Twine issued (contained in 27 sealed bags)..... lbs.	1,690
Boxes (large) packed and despatched.....	9
Sealed and tied bags, packed and despatched (containing general stores).....	25

Parcels made up and despatched.....	135
Receipts and letters written.....	86
(1) Envelopes being prepared for Solvency Return.....	8,200
(1) do do Postal Guide.....	8,500
(1) do do Reserve.....	8,200
Money orders examined (in books of 200 each).....	8,000
Total	36,531

(1) These envelopes after being addressed must be checked carefully and classified (English and French). In connection with this special class of work the number of envelopes addressed and despatched from the general distribution room during the current year was 79,800.

DETAIL OF ISSUE OF FOREGOING.

ISSUED TO	Forms.	Envelopes.	Books.	Labels, Cards and Tags.	Writing Papers (reams)	Grand Total.
Department.....	450	1,250				
Ontario.....	22,686	4,160	47	10,752	‡	
Quebec.....	4,024	101	2	300		
Nova Scotia.....	3,223	787	9			
New Brunswick.....	16,154	4,448	27	23,950	‡	
Manitoba.....	1,740	59	7	325		
British Columbia.....	18	18				
Prince Edward Island.....						
Total	48,295	10,823	92	35,327	1	94,538

POST OFFICE DEPARTMENT,
PRINTING AND SUPPLY BRANCH,
19th December, 1891.

Statement showing the work performed in connection with the issuing of dated stamps, scales, etc., etc., on Friday, 18th December, 1891:—

ARTICLES RECEIVED.

Mail bags.....	469
Dated stamps.....	3
Scales.....	100
Pads.....	100
Label cases.....	24
Total	696

ARTICLES EXAMINED AND DESPATCHED.

Bags.....	855 in 30 sealed bags.
Dated stamps.....	3 in 14 parcels (sealed) and two boxes.
Scales.....	2
Rating stamps, etc.....	89
Total	949

Receipts, circulars, &c., addressed and despatched.....	80
Entries in ledgers.....	244
Requisitions made out, letters drafted, copied, &c.....	12
Requisitions dealt with.....	49

STATEMENT OF ISSUE OF FOREGOING.

Province.	Mail Bags.	Dating and Rating Stamps, Type, etc.	Scales.	Remarks.
Department—				
Ontario	419	71	1	In connection with which there were 80 advices despatched and 244 entries in ledgers.
Quebec	401	17		
Nova Scotia	1			
New Brunswick	12	1	1	
Manitoba	13	3		
British Columbia	9			
Prince Edward Island				
Total	855	92	2	

(Copy.)

POST OFFICE DEPARTMENT, CANADA,
PRINTING AND SUPPLY BRANCH,
OTTAWA, 27th January, 1892.

To the Civil Service Commission,
Ottawa.

GENTLEMEN,—I have the honour to submit herewith—which I beg leave to supplement with the following suggestions—the proposed organization for the printing and supply branch of the Post Office Department, prepared by your order, the immediate result of which if put in force will be to lessen the staff to the numerical strength actually necessary, reduce the present salary list by \$1,050, and, by removing existing anomalies in rank and classification, redress any grievance or injustice to the men arising therefrom, and insure increased efficiency in the performance of the work.

Salaries.

The existing statutory provisions as to the minimum and maximum of each class, and as to the annual increase of salary, to be undisturbed, except as respects the maximum of a lower grade class, to include “examiners,” and “writers,” who have not passed the qualifying examination, as well as packers and messengers—this class to rise to a maximum salary of \$600 per annum—which is the maximum salary of the lower grade of the outside postal service—instead of, as at present, to \$500 per annum.

Official Designations, &c.

(1.) “Postal stores branch” to supersede “printing and supply branch,” of the Post Office Department, and “controller of postal stores” to be adopted instead of “superintendent printing and supply branch,” the latter having become a misnomer since the creation of the Printing Bureau, and quite frequently leading to the misdirection of official communications and consequent inconvenience and delay—the former title also conforming to that used in the British post office; the staff of the postal stores department in London, numbering in 1890–91 ninety-one (91) persons of different ranks (*See imperial post office estimates, page 60, revenue departments, i.e.,* “1 controller,” “1 assistant controller,” “1 first-class clerk,” “1 clerk,” “1 supervisor,” “1 assistant supervisor,” “1 inspector,” “6 overseers,” “4 leading storemen,” “31 storemen,” “2 foremen of labourers,” “39 porters and labourers,” and “2 boy messengers,” and now probably considerably exceeding that number, but not having assigned to it the charge of all the different classes of postal stores committed to the care of the printing and supply branch of the Canadian Post Office Department.

(2.) “Supervisors,” “book-keepers,” “issuers,” “examiners,” and “writers,” to be so described and known, instead of “packers,” the latter title to remain but for application only within the meaning and intention of the Civil Service Act.

(3.) One third-class clerk ("supervisor"), \$800, charged with the control of the general distribution and record of printed articles and stationery, and with the direction of the work of 16 subordinates, to be promoted to the second-class of clerks at \$1,100 per annum, giving him the same footing as the second-class clerk ("supervisor"), \$1,250 per annum, to whose supervision is assigned the division of mail bags, letter carriers' uniform, scales and weights, and stamping material.

(4.) The packers, sorters and messengers—7 permanent and 2 temporary—who have passed the qualifying examination, to be promoted to the third class of clerks at their present pay, as provided by sec. 24 of the Civil Service Act.

Permanent.

Viz. :—1 "accounts clerk and acting supervisor of division of mail bags," \$440 per annum (present salary); 1 "book-keeper," \$450 per annum (present salary); 4 "issuers," \$500 per annum each (present salary); 1 "issuer," \$450 per annum (present salary).

Temporary.

2 "issuers," \$300 per annum each (present salary), and that the two latter be also permanently appointed.

(5.) Provision to be made in the estimates at the forthcoming session of Parliament for the promotion to the third class of clerks so soon as they shall have passed the prescribed Civil Service qualifying examination, of the packer and sorter ("issuer") who checks the quantities and character of all work and stores supplied on demand from the Printing Bureau and Stationery Office, and gives receipts for the same, in accordance with the terms of the amended Order in Council, 11th July, 1889, which prescribes that this duty be performed by a clerk, such work being of kindred nature to that of the clerk—temporary at \$2.50 per diem—who supervises the despatch from the Printing Bureau to this branch of the stores in question.

(6.) Provision in the estimates yearly for remuneration for special service to the packer and sorter ("examiner") who, in addition to his regular duties, inspects semi-annually the letter carriers' boots (numbering over 1,600 boots yearly) in like manner as similar service is paid for (at \$10 per diem) in connection with the militia stores; but at such rate as may under the circumstances seem fitting to the Commission.

Of unimpeachable integrity, and long and faithful service, this "examiner" merits in a peculiar degree special consideration.

(7.) One temporary third class clerk, \$400 per annum, "book-keeper and correspondent," having passed the qualifying examination (and taken one optional subject) to be made permanent at a salary of \$450 per annum.

(8.) The lower grade employees, now temporary, having passed only the preliminary examination, to be made permanent at the present salary, \$300 a year each.

(9.) One temporary special messenger ("writer") \$400 a year, having successfully passed the preliminary examination to be permanently appointed as a "writer" at the minimum salary of the lower grade—\$300 per annum.

(10.) One temporary packer ("messenger") \$300 a year, qualified by preliminary examination, to be permanently appointed as a messenger at the minimum salary of the class, \$300 per annum.

Reduction in Staff.

One second class clerk, \$1,200 per annum, who, though nominally, has not in reality been of the effective strength of the staff, having for some time past been given duties elsewhere in the department, to be borne on the pay-list of the office in the department in which he is performing duty.

One temporary packer, \$300 per annum, having failed to present himself for the preliminary Civil Service examination, will not, after the 30th inst., be eligible for employment.

All of which is most respectfully submitted.

I have the honour to be, Gentlemen,

Your most obedient servant,

(Sgd.) SIDNEY SMITH,

Superintendent.

SUGGESTED ORGANIZATION FOR THE PRINTING AND SUPPLY BRANCH OF THE POST OFFICE DEPARTMENT.

Controller of Postal Stores and Chief Clerk, \$1,800 to \$2,400.

- 1 1st Class Clerk, \$1,400 to \$1,800, Assistant, Book-keeper and French Translator.
- 1 2nd do \$1,100 to \$1,400, Proof-reader and Book-keeper.
- 1 3rd do \$400 to \$1,000, Correspondent, Shorthand and Typewriter.
- 1 3rd do \$400 to \$1,000, Accounts Clerk and Book-keeper.

- Order, receipt, distribution and record of printed articles and stationery—
- 1 2nd Class Clerk, Supervisor, \$1,100 to \$1,400.
 - 1 3rd do Sub-Supervisor and Issuer, \$400 to \$1,000.
 - 1 3rd Class Clerk, Assistant Proof-reader and Book-keeper, \$400 to \$1,000.
 - 1 3rd Class Clerk, Book-keeper, \$400 to \$1,000.
 - 7 3rd Class Clerks, Issuers, \$400 to \$1,000 each.
- Lower Grade (Preliminary Examination to Qualify)—
- 2 Examiners, \$300 to \$600.
 - 1 Writer, \$300 to \$600.
 - 5 Packers, \$300 to \$600.

- Order, receipt, distribution and record of mail bags, letter carriers' uniforms, scales and weights, marking stamps, ink and stamping implements—
- 1 2nd Class Clerk, Supervisor, \$1,100 to \$1,400.
 - 1 3rd do Sub-Supervisor and Book-keeper, \$400 to \$1,000.
 - 1 3rd Class Clerk, Book-keeper and Correspondent, \$400 to \$1,000.
 - 1 3rd Class Clerk, Issuer, \$400 to \$1,000.
- Lower Grade (Preliminary Examination to Qualify)—
- 1 Examiner, \$300 to \$600.
 - 1 Writer, \$300 to \$600.
 - 1 Packer, \$300 to \$600.

Messenger, \$300 to \$600.

RECAPITULATION.

Controller and Chief Clerk	1
1st Class Clerk—Assistant	1
2nd do	3
3rd do	15
Total	20
<i>Lower Grade.</i>	
Examiners	3
Writers	2
Packers	6
Messenger	1
Total	12
Grand Total	32 .

27th January, 1892.

POST OFFICE DEPARTMENT, CANADA,
PRINTING AND SUPPLY BRANCH,
OTTAWA, 27th January, 1892.

Name.	Class.	Salary as at present.		Salary as proposed.	
		\$	cts.	\$	cts.
1 Sidney Smith.....	Chief Clerk and Superintendent..	2,250	00	2,250	00
2 J. O. Fortier.....	1st Class Clerk.....	1,600	00	1,600	00
3 W. D. O'Brien.....	2nd do.....	1,400	00	1,400	00
4 J. R. Greenfield.....	2nd do.....	1,250	00	1,250	00
5 H. H. Gray.....	2nd do.....	1,200	00		
6 R. Greenfield.....	3rd do.....	800	00	1,100	00
7 D. H. Goulden.....	3rd do.....	650	00	650	00
8 W. Ferguson.....	3rd do.....	750	00	750	00
9 J. Briggs.....	3rd do.....	720	00	720	00
10 M. J. Mahon.....	3rd do.....	570	00	570	00
1 W. Cooch.....	Packer.....	500	00	500	00
*2 M. Galvin.....	do.....	500	00	500	00
3 T. Hartney.....	do.....	500	00	500	00
*4 G. Elbourne.....	do.....	500	00	500	00
*5 J. Barrett.....	do.....	500	00	500	00
6 J. H. Elliott.....	do.....	500	00	500	00
7 J. E. Laurie.....	do.....	500	00	500	00
8 J. Bell.....	do.....	500	00	500	00
9 W. H. Cheney.....	do.....	480	00	480	00
*10 P. Kehoe.....	do.....	450	00	450	00
*11 J. H. Lewis.....	do.....	450	00	450	00
*12 J. L. Spence.....	Messenger.....	450	00	450	00
13 Joseph Marier.....	Packer.....	500	00	500	00
*14 W. H. Pearce.....	do.....	500	00	500	00
15 E. T. Edwards.....	do.....	500	00	500	00
<i>Persons Employed Temporarily.</i>					
*1 L. B. Scott.....	Temporary Clerk.....	400	00	450	00
*1 T. J. Nolan.....	Temporary Packer.....	300	00	400	00
*2 L. Durocher.....	do.....	300	00	400	00
†3 P. Grant.....	do.....	300	00	300	00
†4 A. Watson.....	do.....	300	00	300	00
†5 N. Taylor.....	do.....	300	00	300	00
6 E. H. Morse.....	do.....	300	00		
†7 M. Conway.....	do.....	300	00	300	00
†8 N. Mitchell.....	do.....	400	00	300	00
24..... Total.....		21,420	00	20,370	00

* Passed Qualifying Examination. † Passed Preliminary Examination.

Mr. ANTOINE GOBEIL, Deputy Minister of Public Works, was examined.

4368. You are the deputy of the Minister of Public Works?—I am.

4369. Since when?—The 1st January, 1891.

4370. Before that what position did you occupy?—Secretary of the department.

4371. For how many years?—From the 13th January, 1885.

4372. How long have you been in the service?—Since the beginning of 1872.

4373. Give the number and cost of permanent staff at Ottawa of the department of which you are deputy, in 1882 and 1891, respectively. Also, number and cost of extra clerks or other officials in all its branches, whether paid out of the Civil Government funds or otherwise, in 1882, and also in 1891?—The number of permanent staff in 1882 was 25 and the cost \$29,753.50. In 1891 the number was 28 and the cost \$42,872.46. At present, owing to four vacancies having taken place on the staff during the latter

part of 1891, the number of permanent officers is only 24, or one less than in 1882. The number of extra clerks in 1882 was 53 and the cost \$39,035.27. That number in 1891 was 96 and the cost \$85,140.17. The number of appropriations placed at the disposal of the department for expenditure in 1882 was 195 and the amount \$2,033,756.88. In 1891 the number of appropriations was 329 and the amount \$3,268,207.14.

4374. How should the Board of Civil Service Examiners be constituted, and what should be their powers?—The Board of Civil Service Examiners should be constituted in such a manner that the examination to be conducted by them should satisfy the Government, not only as regards the general knowledge of those presenting themselves for examination, but also as to the special qualifications, if any, for the purposes of the service, which the candidates may possess. For that purpose the majority of the Board of Civil Service Examiners should, I think, be composed of deputy heads, as they are in a better position to judge of the nature of the qualifications required for entering into the service, and therefore can better frame the questions for examination, and could best give to each candidate that may have passed his proper rank. Later on they could more easily make a proper selection from passed candidates as the requirements of the service may be from time to time. I further believe that the services of the Board of Examiners so constituted might also be utilized for the purpose of reporting upon the necessity or utility of superannuating certain officers after their having reached a certain age. Their powers should be about the same as now provided by law, they holding their examinations and reporting the result thereof under the required rules laid down by His Excellency the Governor General in Council.

4375. Should all appointments be the result of competitive examination? What, if any, appointments should be made without examination? Should there be an age limit in the case of all appointments; and state what, in your opinion, the maximum and minimum ages should be?—Yes, all original appointments in the service should be the result of competitive examination. Exceptions should be made as few as possible, and no appointments, except those of a strictly professional nature, should be made without the entrance examination, the profession giving right to exemption being mentioned in the law, as is now the case for promotion examination. The minimum age in the case of all appointments should be placed at 19 years and the maximum at 40.

4376. Should deputies be appointed during pleasure or during good behaviour? Should their responsibilities and powers be extended, and if so, in what direction?—Deputy heads should be appointed during good behaviour. In the case of the Department of Public Works, as there is a special Act defining the powers of the Deputy Minister, it does not appear to me that any change is required with reference to the special duties to be performed. With regard to the general powers of the deputies, especially as concerns the internal discipline of the departments, viz., the necessity for additional employment of clerks, the promotion of the clerks in the service, the power of suspension, the power of granting leave, I am of opinion that the initiative in these matters should be left in the hands of the deputy head, with the Minister having the concurring power or, as it were, the right of final decision in case of appeal by the person interested.

4377. Should there be any third class clerks at all? If so, what should be the limitation as to salary? Is the present maximum (\$1,000) too high? Should there be an intermediate class, ranking lower than second and higher than third?—Yes, the present third class should be kept as it is, with the exception that the minimum salary should be \$500 instead of \$400, as \$400 a year is certainly too small a salary. The present maximum, \$1,000, is not too high. I do not think that an intermediate class between third and second class is required. Under the Act of 1868 there was a junior second class, but the arrangement does not appear to have been very satisfactory, and the legislation of 1882 removed that intermediate class.

4378. In adding for optional subjects should there not be some understanding that the optional subjects were necessary in the duties of the office to which the appointment is made?—I do not think that any optional subjects should be included in the entrance examination. The range of questions asked at competitive examinations should be the same for all. The salary upon entering the service should also be the same.

4379. Are the recommendations for increases of salary always made with due consideration, or are they in a very large measure perfunctory?—My experience is that the recommendations for increase of salary are generally made with regard only to one consideration, that is, good conduct during office, as it appears to have been recognized that as long as an officer's conduct as regards attendance and sobriety is good, it is a sufficient reason for giving the increase authorized by law. In a few cases in the department the increase has been withheld.

4380. Is it desirable to have an annual fixed date at which all increases should take effect?—I think that there should be two dates at which the increase of salary should take effect, viz., 1st January and 1st July. The increase in case of appointments made between such dates to be given at either one of the two immediately following the appointment.

4381. Should there be general preliminary examinations for all departments, or should there be special preliminary examinations for each department?—If a preliminary examination is at all considered to be necessary, it should be a general one for all departments.

4382. How and by whom is the selection made from the list of qualified candidates in your department? Did you ever report against an official during the term of probation, and was another trial allowed, as provided in section 36, sub-section 2?—The only appointment made in the department since my appointment as deputy head was that of an officer who had been a temporary clerk for some years. I have never had occasion to report against an official during his term of probation.

4383. What is the practice in your department in regard to the appointments of persons having professional or technical qualifications, and have you ever had an examination held in any such case?—The appointments made in this department of persons having professional or technical qualifications have been so made in the case of persons who served the department for some years in a temporary capacity prior to their permanent appointment, and the experience of the value of their services for such period of temporary employment has been in each case considered sufficient without an examination being made. This previous temporary employment has been considered to be the best mode of ascertaining whether the qualifications possessed are such as will be useful to the department for the special work which the appointee is to perform, as no examination of any nature whatever can so well satisfy the department as to the ability of the candidates for appointment as a certain period of service, during which such candidate is tried at the very work which he will be called upon to perform.

4384. It is desirable to have promotion examinations, or if not, what would you recommend to be substituted? Have promotions in your department been made only when vacancies were to be filled, or has it happened that an officer has, while continuing in effect to perform the same duties, been promoted to a higher class?—I do not think it desirable to have promotion examinations, as carried on under the present system. The promotion examination carried on on general rules is no test of the fitness of the candidates for promotion, and the subjects which are now forming part of the list on which the candidate is examined are not—even should the candidate obtain the highest number of marks—to be taken as a criterion of his ability to perform higher work or of his intelligence in performing other duties. My personal experience as regards promotion examinations (as I have passed two) is not such as to give good reasons to favour their continuance. The examination on nearly all the subjects except one, viz., duties of office, is useless for the purpose of aiding in the selection of the officer most worthy of promotion, and the examination on duties can as well be conducted by the deputy; as, in any case, he has at present to prepare and examine the papers. The promotions that have taken place in the department since I have been the deputy head have all carried with them a change in the duties to be performed by the promoted officer, but there have been two or three cases in the department where promotion was considered more as a reward for past meritorious services than as additional remuneration for increased duties.

4385. Is it desirable to make to the Civil Service Board a yearly estimate of the vacancies likely to occur during the year?—It is hardly possible to give in advance the estimate of vacancies likely to occur. The vacancies that have hitherto occurred in the department, with the exception of one superannuation, have all been caused by either death or dismissal; and such vacancies could not under any circumstances have been reported, as they were not expected to occur at the time the report might have been asked.

4386. If promotion examinations are deemed desirable, should the officers earning the higher number of marks be the successful candidates, or should the promotions be made on the report of the head of the department, based on the recommendation of the deputy head?—I have already expressed my opinion that promotion examinations as carried on under the present system are not desirable. The promotion should be made on the report of the Minister based on the recommendation of his deputy.

4387. Should not promotions be made by Order in Council? Did the head of the department ever reject any man who has been promoted? Has any officer after being promoted turned out to be incapable, and was the attention of the head of the department called to the case, and was such promotion cancelled?—There is no doubt that promotions, whether they are the result of examination or whether they are simply made on the report of the deputy head, approved by the head of the department, should in any case be made by Order in Council, such Order in Council being for the promoted officer a kind of diploma or certificate which established his standing in the service. I am however of the opinion that a regular certificate either for appointment in the service or for promotion, for which a small fee might be charged, should be given to each officer, either on appointment or promotion. I am not aware of any promoted officer having been found incapable of performing his duties after such promotion, and I do not know that the history of the department can offer a case of promotion once given having been cancelled.

4388. Have you at any time by your certificate, in the promotion examination, enabled a candidate to pass whom you deemed unfit?—Only one promotion has taken place in the department since my appointment as deputy head, and it was that of an engineer and draughtsman who was exempted by law from passing the promotion examination.

4389. Did you ever, in respect of the efficiency marks, give a less percentage than 30 per cent, in the case of any candidate in your department seeking promotion?—Same answer.

4390. Should not exchanges of positions be made on the report of the deputy heads of the departments concerned?—Yes.

4391. Are exchanges ever made for the convenience of officers and not for the benefit of the departments concerned?—Only two exchanges have taken place in this department, and they occurred years ago—I could not say for whose convenience they were made.

4392. Should the temporary clerk or writer class be extended, or limited or abolished?—The temporary clerk class should be as limited as possible, and the employment of temporary clerks should not be made for more than six months, at which time, should their services be required for a longer period, they might be, with the authority of the head of the department, employed for another six months, but in no case should any temporary employment exceed the period of one year. A special fund might be provided for the payment of salaries of temporary clerks.

4393. Have you given any thought as to the desirability of having a junior division or boy copyist class? Do you recommend the creation of such a class? State generally your views as to the expediency of having a high grade permanent staff and lower grade writer and boy copyist classes?—I do not think it advisable nor desirable to have a junior division or boy copyist class. My experience in the employment of boys in a large department, and we have had a few, has taught me that it is not in the interest of the department nor in the interest of the boys themselves. Departmentally the work

is not well performed. Morally it is a bad practice to have boys of tender years thrown in a milieu for which their education and their experience have not yet prepared them. I consider the present classification very satisfactory.

4394. Under the present system, in what manner do you ascertain the necessity of employment of extra clerks?—Under the present system, temporary clerks have been taken in the department upon the order of the head of the department as the necessities of the work appeared to require it. In this department the bulk of the temporary clerks now in our service have been employed for a long period, and were at first mainly composed of the engineer's and architect branches, which as far back as 1872 it was not thought desirable to incorporate in the permanent classification of the department. The officers of these two branches have continued up to the present time to be employed, their salaries being paid out of the appropriations voted for the works on which they are engaged. Gradually the practice extended to the other branches of the department, and there is now employed in the Public Works Department a large staff of temporary clerks whose length of service and qualifications are equal to that of many belonging to the permanent staff of the department. They are, however, kept in a state of inferiority to the permanent class, as they do not enjoy any of the privileges granted by the Civil Service Act. They receive no regular increase of salary, they do not contribute to the superannuation fund, they are not entitled to holidays, no leave of absence even for illness can be granted to them, and, as a matter of fact, it may be stated that all the restrictive regulations in the service are applied to them, while they get none of the advantages, except that of a more or less regular employment. A large number of the extra clerks now employed in the Public Works Department are of an absolute necessity for the proper working of the department, and I would strongly recommend that steps be taken to incorporate in the permanent service at least such of those temporary clerks as will be shown by the report of the Deputy Minister, approved by the Minister, as absolutely required for the proper working of the department, and that proper legislation should be obtained in order that said temporary clerks who may now be appointed be placed in the class to which their salary would entitle them to rank without their having to submit to any further examinations; the length of service put in by the largest number of them and the fact of their having been retained in the service of the department being sufficient to show the value of their services.

With reference to the engineers and architects, I would suggest the creation of a special classification for them, with a rate of pay and mode of increase different from the regular Civil Service. A special examination for entrance in the service should be required in their case. Draughtsmen in either branch would, of course, be classified in the same manner. It would be to the advantage of the service and the country if these officers were regularly and permanently appointed. In a large number of cases it would be an act of justice to officers who have already spent the best part of their life in the service of the department.

4395. Do you invariably select from the list of passed candidates; if not, are enquiries made as to the fitness of persons who are on such lists?—I am not aware that the selection of temporary clerks was invariably made from the list of passed candidates, although a fair proportion of the temporary clerks now in the service of the department have passed the entrance examination. A large number entered the service prior to 1882.

4396. Have you any women clerks employed in your department? Are they generally efficient, and are there any branches in your department in which women clerks could be exclusively employed?—There are two women clerks in the department. They render very good service, and are both very efficient, but I personally prefer the employment of men. The women clerks may be as good as men, but they are not better, and the discipline required in the department can, I think, be better enforced when dealing with men than with women.

4397. Should there be a general provision for equal leave of absence for all classes, or should length of service, nature of appointment and responsibility of office be factors in considering the extent of leave to be given?—I believe that leave of absence

should not be equal, and that the nature of the service and work performed should be factors in considering the extent of leave to be given. The length of leave might be fixed at from two to six weeks.

4398. Should not leave of absence be compulsory?—I believe that leave of absence should be compulsory. I think it is in the interest of the department that every office therein should be vacated for a certain period of the year, were it only for the purpose of checking the work performed in the year by the occupant of the office. It would be, it is believed, the means of preventing the irregularities that may creep into the service, and of detecting any errors in work or in accounts, which may go on from year to year if the same employee remains at the same particular class of work for a number of years.

4399. Should there be a limit, and if so, what, in the case of leave on account of sickness?—I believe that the limit now fixed by law in the case of leave on account of sickness is the proper one.

4400. Has the business of your department suffered, and to what extent, through the granting of leave of absence to officers on account of sickness or otherwise?—I am not aware that the business of this department has in any way suffered at any time through the granting of leave of absence on account of sickness or otherwise—all the officers having shown themselves, without an exception, always willing to perform the work of the officer absent.

4401. In your department, have any abuses prevailed as to the granting of leave of absence?—I cannot say that abuses have prevailed respecting the granting of leave of absence, but I believe that the granting of such leave should be left wholly in the hands of the deputy head, the right of appeal being in every case given to the head of the department in case the action of the deputy head should be questioned by the officer interested.

4402. Should there be a system of fines for small offences?—I do not believe that the system is one that can be properly applied.

4403. Is it advisable to reinstate an official who has resigned his appointment, without the recommendation of the deputy head? Should any test of competency to perform the required duties be shown, and is it necessary to appoint at the same salary?—I do not believe that in any case the reinstatement of an official, whether his going out of office has been caused by his own action in resigning or otherwise, should be made without the report of the deputy head, and the salary which he should receive upon reinstatement should be established with reference to the nature of the new duties which he may be required to perform.

4404. Do you strictly observe the law regarding the attendance book? Do all your officers sign the book? How do you deal with those who are late in attendance?—The law regarding attendance book is strictly observed in this department and every official is required to sign the book, with the exception of the chiefs of the branches. A non-permanent officer who does not sign the book in the morning loses his day's pay.

4405. Have you any suggestions to offer as to the Civil Service Act in general or as to your own department in particular in connection therewith?—No—nothing further than what is treated under special headings in this memorandum.

4406. Have any difficulties arisen in the conduct of the business of your department arising out of the provisions of the Civil Service Act?—Not that I am aware of.

4407. Have many changes in the character and extent of the service required in your department occurred since the passage of the Civil Service Act, and have as a consequence the duties in your department or of any branch or any officer of your department been varied?—No; the nature of the work has not varied, but the amount of work has steadily increased from year to year since 1880.

4408. Have any persons found their way into the service of your department who, either from defects existing at the time of their appointment or from advanced age or from bad habits, are ineligible for retention in the service?—No; the permanent staff is composed of good and efficient officers.

4409. Has the work of your department increased beyond the capacity of the permanent staff, and if so, has it led to the employment for lengthened periods of tempor-

any clerks, and has the rate of remuneration of these temporary clerks been increased from time to time? Are the number of persons employed in your department out of proportion to the increase of work?—As stated above with reference to temporary clerks, there is a large number of them performing work of a permanent nature who should be placed on the permanent staff. The list of the officials of this department now on the permanent staff is absolutely out of proportion to the increase of work which has taken place since 1880. The permanent staff should be largely increased. The permanent staff of the department has hardly received an increase at all since the formation of the department in 1880, and the increase has all been in the staff of temporary clerks, some of whom, as already stated, have been at work for a long period, one of them, for instance, having been with us for nearly 22 years. The rate of remuneration of the temporary clerks has been increased from time to time, but outside officials having professional or technical qualifications, the limit of salary paid to temporary clerks has never exceeded \$3 per day, the rate of remuneration on entering the service having been on an average \$1.50 per day.

4410. Have you any suggestions to make, more particularly in connection with any rules laid down under existing statutes, that have been found inconvenient or impracticable and that would lead to irregularities? Have you any suggestions to make in connection with the imposition of checks upon the admission of ineligible candidates, or in regard to the giving of proper facilities for relieving the service of useless members?—No; I think that the rules as laid down at the present time can be observed without leading to irregularities, as I know of none which are impracticable, although some may sometimes be inconvenient. I believe that if existing rules are carefully observed, and the deputy head allowed to exercise all the authority which should be properly given to him, and further, if competitive examinations are resorted to as a *sine qua non* for entrance in the service, the admission of ineligible candidates will be prevented. As to useless employees, the law if carefully observed gives all the necessary means to relieve the service of their presence.

4411. Is it desirable for officials to sign the attendance book when leaving the department for any purpose?—In this department there are two attendance books, one which is signed by the officials in the morning as they come into the office and in the evening as they leave it, the other which they are called upon to sign when going out for lunch at noon and upon returning. It is considered up to the present time as the best check upon the attendance of officers.

4412. In your opinion are the office hours, 9.30 a.m. to 4 p.m., sufficiently long, or could they be extended in your department with advantage?—In my opinion the office hours, 9.30 a.m. to 4 p.m., would be sufficiently long if the officers would remain in the office during all the period extending between the two hours named, but as numerous requests were made from time to time by employees to be allowed the privilege of going to luncheon, the office hours were extended towards the beginning of the year from 9.30 a.m. till 5 p.m., with one hour in the middle of the day for luncheon, the officers being given from 9.30 to 9.45 in the morning to sign the book on coming in and from 4.45 to 5 in the evening when going out. I believe, however, that it would be in the interest both of the service and of the employees if the hours of attendance were made from 9 a.m. to 4.30 p.m., with one hour in the middle of the day for luncheon.

4413. Have any abuses prevailed in your department as to the length of the working hours?—The system in vogue in this department during the past year appears to have worked satisfactorily.

4414. Is it desirable that officials should leave the department for luncheon?—I believe it to be desirable that an hour should be given in the middle of the day for luncheon.

4415. Do all your officers leave for luncheon at the same time? If that is the practice, is an arrangement made whereby the business of the department does not suffer through their absence? What length of time is given for luncheon?—An arrangement is made with the chiefs of the branches whereby a sufficient number of clerks remain in the office during the luncheon hour. The time given is one hour; as a general rule less time is taken.

4416. Do you take care to ascertain that the length of service recorded in the Civil Service List is correct in the case of the officials attached to your department, and that in case of those officials who come under the provisions of the Superannuation Act such service is only entered as would be counted for superannuation?—The length of service recorded in the Civil Service List has been given with all possible care and is taken to be correct. Such list, however, contains only the names of permanent officials.

4417. In your department are the officials generally aware of the Treasury Board Minute of the 28th of January, 1879, respecting the use of political influence; is its spirit generally observed; and in case of infraction has the attention of the head of the department been called thereto?—The officials of this department may be aware of the Treasury Board Minute respecting the use of political influence, but that minute has not however prevented their availing themselves of such influence whenever they thought there was a chance. As political influence is always directed towards the head of the department, it would have seemed unnecessary to have drawn his attention to it.

4418. Is it desirable that a fixed daily allowance should be given for travelling expenses, or would it in your opinion be preferable to reimburse the actual outlay incurred? Do you make in your department the same allowance for travelling expenses to all classes of officials and for all services, or do you discriminate, and to what extent?—I believe that a fixed allowance should be given for travelling expenses, as there are outlays which form a necessary part of the travelling expenses of officials which cannot possibly be included in the accounts rendered. The wear and tear of the clothes, baggage, &c., and the effect in some cases on the general health of the official travelling, is such as cannot be estimated properly, and I am personally aware of facts, especially in connection with the engineering branch of this department, where officers who 7 or 8 years ago were in splendid health are now suffering from disease caused by exposure in travelling for the service of the department. The only distinction made in the allowance for travelling expenses is in the case of officials of inferior grade—where an allowance of from \$1.00 to \$1.50 or \$2.00 per day is made, and the maximum of \$3.50 is given to the chiefs. I believe also that some scale should be established whereby the travelling allowance should be in some way commensurate with the standing and position of the officer travelling and the necessities for a higher rate of expenditure in certain cases. It seems to me that the chiefs of the various branches travelling for inspection of works under their charge are exposed to more expense and should receive a higher allowance than those officers who are sent for a specific purpose, with special instructions, and whose position does not compel them to incur the same expense.

4419. In your opinion, is a Superannuation Act necessary in the interest of the public service? If you deem it necessary, do you consider it advisable to restrict the operations to certain classes of officials having distinctive duties, or otherwise? What change, if any, would you propose as regards the officials of your department?—I am of opinion that the Superannuation Act is necessary in the interest of the public service. An officer entering the service has not before him the future which is open to any young man who enters into commercial pursuits or into any other kind of business outside. The public official has before him his future, mapped out by the rules laid down for the carrying on of the service, and in a large number of cases is painfully aware that in climbing up the ladder he need not expect to go at it as is done outside every day. He has to strictly follow the rules laid down. The clerk entering on \$400 a year in the service knows full well that it will take him thirteen years before he can enjoy a salary of \$1,000; then a vacancy has to exist before he can go up to the next class, and although he may be possessed of more than ordinary ability, if such vacancy is not created for him he may remain at the maximum salary of the third class clerk for a number of years; then, should a chance open for him the gate of promotion, he knows that owing to the rules that exist he shall have to put in six years more service before he gets to receive a salary of \$1,400—if he came into the service at twenty years of age, he will be nearly forty years old by the time he earns \$1,400. It seems to be reasonable that in consideration of the length of time which it takes a civil servant to attain to a reasonable salary, and his inability as a general rule to compete in the outside world

after he has been ten or fifteen years in the service, that something should be done whereby the years of his declining life shall be provided for in an adequate manner, should he be incapacitated by illness or otherwise to perform his usual work. I should think, however, that the practice followed in this department in past years to allow the inferior grade outside officers to contribute to the superannuation fund and draw superannuation allowance should not be continued, as, for instance, in the case of slide masters and other men in similar class. I think that only those who are appointed under the provisions of the Civil Service Act should be allowed to contribute to the superannuation fund.

4420. Do you consider the ten-year term sufficient, or would you increase the number of years to be served before an annuity be granted?—I believe an officer should contribute at least fifteen years to the fund before he shall become entitled to an annuity.

4421. Do you consider as a rule the age of 60 years to be a proper age for retirement?—I believe 60 years is too early for retirement. As an average, a man 60 years of age is still in possession of all his faculties, and especially in the case of positions where mature judgment and experience are required, the services of an officer of that age may be invaluable and of more use than those of many younger men. I would put the age at 65, but would not even then make retirement compulsory at that age.

4422. Would you deem it desirable to have all officials retired at a certain age, and what would be your view as to that age?—For the reasons above given, I would not be in favour of compulsory retirement at any given age. I would leave that question to be decided by the board of examiners, whose services might also be utilized for the purpose of determining such cases, and to whom the superannuation of officers having reached the age of 65 might be referred upon the report of the deputy to the head of the department for purpose of report to the Council.

4423. Would you grant the option of retirement to any official who wishes to retire from the service, and at what age should this option be fixed?—Yes, after fifteen years' service.

4424. Should any term, in your opinion, be added to the actual term of service of any official to be superannuated, however he may have been appointed? If a term be added, do you consider it advisable to regulate such addition by confining it to certain offices designated, and by requiring a certain length of service before such addition can be made?—I do not believe any term should be added to the time of service—the amount of superannuation should be in every case in proportion to the length of contribution and the amount of the salary. I would think, however, that in the case of officials whose employment is of such a nature as to more quickly impair their usefulness, I would fix the period of contribution at a shorter period, increase the percentage to be paid as well as that at which the allowance should be calculated when determined upon. I would not think it advisable that any man should receive any consideration other than that to which he is fairly entitled by his contribution to the fund.

4425. In your department has the additional term or portion of additional term been granted solely to officials appointed to high offices for technical qualifications, to officials whose office has been either abolished or who have been retired for reasons of economy; or has the additional term been granted in any case to officials, who entered the service after the age of 30 years, and who never did anything but clerical work?—There are not, to my knowledge, any instances in my department of the nature referred to in this question.

4426. Do you consider it proper that abatement for superannuation purposes be deducted from the salaries? If so, do you consider the present percentage sufficient? Do you consider that it would be desirable, in the interests of the public service, to increase the percentage?—Yes; I think the abatement should be deducted from the salaries. My view may be a sentimental one, but owing to the frequent criticisms to which the civil servants have been subject in reference to the matter, I believe they should provide their own superannuation fund. However, as of late years it has been claimed

that the fund has not been self-sustaining, I would think it desirable that the percentage be increased to such figure as the actuaries of the insurance branch of the Finance Department would think proper.

4427. Do you think it advisable to provide that (a) if no superannuation takes place through death or any other cause, the official, or his representative, should be reimbursed for the abatement deducted from the salary; or (b) that the officials who are superannuated might have the alternative of accepting a commutation in lieu of superannuation to the extent of the abatements paid by them?—Should death occur before superannuation, it would be only fair that the heirs should receive such amount as would fairly represent the sum the official would have been entitled to had he been superannuated at time of death. I would not favour commutation, but keep the fund absolutely a superannuation fund. Speculation, &c., are too enticing now-a-days, and the bulk amount that might be paid as a commutation might be swallowed by a rash speculation or a bad investment. I would treat the fund as a protection to the official in his declining years, even against himself.

4428. Would it be desirable to have a system of insurance in connection with superannuation?—I would be content with the superannuation system if fairly and equitably managed.

4429. In cases of dismissal or resignation, in your opinion should the abatement deducted from salaries for superannuation purposes be refunded?—My opinion is that after fifteen years' contribution an official should, under any circumstances, be entitled to at least the refund of the abatement deducted from his salary. He was entitled to the salary and is supposed to have earned it during his good behaviour, and the abatement is a part of his property given for a specific purpose. Therefore, I would think that, should he be refused the benefit of superannuation, he should at least be entitled to a refund of the money he contributed for that purpose.

4430. In your department has it ever been recommended that a diminution of the allowance should be made on account of the services of an official having been considered unsatisfactory?—Not to my knowledge.

4431. Do you deem it advisable to allow any extra term of service to any officers removed to promote efficiency or economy, or for any reason at all?—My answer to this would be the same as made to question based on section 4 of the Act.

4432. When once a superannuation is effected, do you consider it advisable to retain the power to call back to the service the person superannuated, and at what age would you place the limit? Are there any suggestions you would wish to offer with respect to the Superannuation Act, or the working thereof?—When superannuation is effected, with full knowledge of the state of health, general efficiency, &c., of the retired official, the action should be final. I would respectfully call attention to the fact that under the present law as well as under the law of 1871 officials when attaining a length of service of 35 years cease at that time to contribute to the fund, although they may not have contributed during the whole of that period. This I believe is not fair to those who have entered the service since the first Superannuation Act was passed. I would think that all those now in the service should be placed on the same footing, and that no man should receive superannuation otherwise than calculated on the actual number of years of contribution. It appears to me that the discrepancy between the payments into and out of the fund is due to the fact that many officials, especially those with large salaries, have been and are retired on allowances based on 35 years' service, when their contributions have not extended over periods of more than 10, 5 or 2 years, and in some cases of a few months. I might instance the case of an officer of one of the public departments who was retired in 1873, on full superannuation allowance, although he had only contributed for one year, and who in return for an abatement of \$96.00 has been in receipt of nearly \$1,700.00 a year for 18 years and is still receiving said allowance—\$30,000 as a return for \$96.00 is a good investment. But it must be admitted that a fund with such a limited supply and such an exhausting outlet cannot possibly be self-sustaining. I only quote

one case as an illustration, but I believe there are many parallel cases, where the contribution was very small compared with the return received, and to that may be due the difference between the contributions and the payments.

4433. Is your department divided into branches; give particulars, including the name of the person in charge of each branch; the number of officials in the same, grading them and describing generally how the duties are allotted in each branch?—The Department of Public Works is divided into five branches, the secretary's, chief engineer's, chief architect's, accountant's and superintendent of telegraph lines. The secretary's branch is presided over by Mr. E. R. E. Roy, the secretary, whose duties are defined by section 5, chap. 36, of the Revised Statutes of Canada. The number of employees in that branch is shown by the following list, which gives the name, the salary, and the duties performed by each officer:—

Secretary's Branch, Public Works Department.

Name.	Position.	Salary.
<i>Permanent.</i>		\$ cts.
J. P. Macpherson	1st Class Clerk	1,800 00 per annum.
A. E. Belleau	In charge of mailing of cheques, patronage books, &c.	1,400 00 do
Jas. Vincent	Estimate Clerk	1,400 00 do
Thos. Fortier	Keeper of Records	1,287 50 do
D. A. McPherson	Asst. Secretary	1,150 00 do
J. E. Verreault	Copying Clerk	1,000 00 do
E. J. Smith	Index Clerk—Records	900 00 do
<i>Non-permanent.</i>		
J. A. Theriault	Registrar—Records	110 00 per month.
T. W. Keir	Mail Clerk	3 00 per day.
F. X. R. Saucier	Law Clerk	3 00 do
H. J. Guppy	Index Clerk—Records	2 75 do
F. Gingras	Writer in Law Clerk's office	3 00 do
L. H. Coleman	Requisition Clerk	2 50 do
R. C. Desrochiers	Asst. Keeper of Records	2 75 do
P. Prudhomme	In charge of extra copyists	1 75 do
T. M. Doody	Estimate Clerk	2 25 do
J. E. Desjardins	Asst. Mail Clerk	1 75 do
O. Durocher	Copyist	1 50 do
A. Rouleau	French correspondence	1 75 do
M. Panet	Journal Clerk—Records	2 00 do
Jos. St. Denis	Stenographer	2 00 do
Nap. Belanger	Distribution Clerk—Records	2 00 do
M. Beliveau	Copyist	1 50 do
J. E. Cusson	Stenographer and general relieving clerk	2 25 do
Jos. Chalifour	Copyist	1 50 do
Art. Drapeau	do	1 50 do
Oscar Chevrier	do	1 25 do
Mrs. I. F. Hyndman	Type-writer	2 00 do
L. G. Long	Writer in Law Clerk's office and in charge of attendance books	2 00 do
John Delaney	Copyist	1 50 do
M. McRae	General report, &c	2 00 do
F. X. Gagné	Copyist	1 75 do
Miss D. M. Moray	Correspondence	2 25 do
Didier Couture	Cheque Clerk	1 50 do
A. R. Parent	Copyist	1 75 do
J. A. Chassé	do	2 00 do
J. C. Moore	do	2 00 do
A. Dostaler	Clerk in Estimate Branch	2 00 do
E. R. Lafleche	do	2 25 do
Alf. Gaudet	do	1 50 do
Gust. Smith	Draughtsman	2 75 do
A. G. H. Russell	do	100 00 per month.

The position of chief engineer is now filled temporarily by Mr. Louis Coste, who has been acting as chief engineer *pro tem* for a period of ten months during the year 1890, and since the 7th July, 1891, to the present date. The list hereto annexed gives the name, salary and duties of each officer attached to the chief engineer's branch:—

Chief Engineer's Branch, Public Works Department.

Name.	Position.	Salary.
<i>Permanent.</i>		
		\$ cts.
L. Coste (non-permanent)	Acting Chief Engineer	3,000 00 per annum.
R. Steckel	Chief Clerk, Estimates	2,350 00 do
F. G. Lightfoot	1st Class Clerk	1,650 00 do
I. C. Taché	1st Class Clerk and Chief Draughtsman	1,400 00 do
S. E. O'Brien	2nd Class Clerk—Index	1,300 00 do
J. J. Blais	2nd Class Clerk	1,100 00 do
R. J. Robillard	3rd Class Clerk and Draughtsman	750 00 do
<i>Non-permanent.</i>		
James Howden	Superintendent of Dredging	2,500 00 per annum.
F. H. Hamel	Assistant Engineer	5 50 per day.
E. D. Lafleur	do	5 50 do
G. L. Bouchier	do	5 50 do
W. B. Snow	do	4 00 do
F. W. Cowie	Hydrographic Surveyor	100 00 per month.
Emile Smith	Draughtsman	3 00 per day.
Joseph Aubé	do	3 00 do
Israel Marion	do	2 75 do
J. H. Roy	do	2 75 do
N. Moffette	do	2 50 do
P. Drapeau	do	2 50 do
A. E. B. Lane	do	2 50 do
C. F. Chaloner	do Estimates	2 50 do
V. Belanger	Checking Clerk	2 25 do
J. McC. Des Rivières	Draughtsman	2 25 do
H. J. Friel	Clerk—Estimates	2 25 do
J. A. Chabot	Draughtsman	2 50 do
C. C. Hampshire	Checking and Copyist Clerk	2 00 do
Joseph Gobeil	Typewriter, &c.	2 00 do
J. W. Fraser	Draughtsman	2 00 do
E. Juneau	Junior Draughtsman	1 00 do

The chief architect is Mr. Thomas Fuller, and the employees of his branch are as follows :—

Chief Architect's Branch, Public Work Department.

Name.	Position.	Salary.
		\$ cts.
Thomas Fuller.....	Chief Architect.....	3,200 00 per annum.
<i>Extra Employees.</i>		
D. Ewart.....	Assistant Architect.....	2,500 00 do
J. W. H. Watts	Architect in charge of drawing office.....	1,800 00 do
W. R. Billings.....	General office assistant and superintendent in the preparation of plans for heating public buildings..	1,550 00 do
F. L. F. Taylor.....	Draughtsman.....	1,000 00 do
T. W. Fuller.....	do.....	800 00 do
F. X. Paquet.....	do.....	1,000 00 do
J. B. Lamb.....	do and assistant to W. R. Billings.....	90 00 per month.
E. A. Mara.....	do.....	95 00 do
L. Charron.....	do.....	91 25 do
C. Beaudry.....	do.....	53 23 do
J. Shearer.....	Clerk of Works, chiefly engaged in preparation of estimates and general inspection of buildings.....	100 00 do
J. W. Jordan.....	Draughtsman and Examiner of Accounts.....	1,100 00 per annum.
T. J. McLaughlin.....	Corresponding Clerk.....	1,200 00 do
J. S. Richard.....	Clerk.....	68 44 per month.
C. Tressider.....	do.....	68 44 do
J. Warwick.....	do.....	68 44 do
F. Breton.....	Clerk of Works, in charge of repairs and furniture, public buildings, Ottawa.....	91 25 do
J. Bowes.....	In charge of penitentiaries.....	180 00 do
W. Curran.....	Corresponding Clerk and Stenographer, at present acting as assistant to H. J. Peters, Clerk of Works, at Regina.....	1,250 00 per annum.
MECHANICAL ENGINEER'S STAFF—PUBLIC WORKS DEPARTMENT.		
<i>Extra Employees.</i>		
Wm. King.....	Acting Chief Mechanical Engineer.....	100 00 per month.
Wm. Smith.....	Assistant do do.....	90 00 do
E. B. Godwin.....	Clerk, &c.....	87 00 do
C. Robinson.....	do.....	87 50 do
S. J. King.....	Draughtsman.....	45 62 do

The duties of the chief architect and chief engineer are given in section 6, chapter 36, of the Revised Statutes of Canada. I may here remark that there is a large staff of outside employees under the control of the chief engineer and the chief architect. The resident engineers having charge of the several districts into which the Dominion of Canada is divided for the purposes of the department, the clerks of works engaged from time to time to superintend the works for which money has been voted by Parliament, the dock masters having charge of several graving docks at Quebec, Kingston and Esquimalt, the officers in charge of the slides and booms districts, viz.:—Newcastle, Ottawa, St. Maurice and Saguenay, the collection of slides and booms dues, the superintendence of the ship channel between Montreal and Quebec, the dredge fleet and dredging service through out Canada from the Atlantic to the Pacific, are under the chief engineer's immediate supervision. Every correspondence connected with those various services, and every account for expenditure incurred, come to the chief engineer's office without exception.

With regard to the chief architect, outside of the employees engaged upon works at headquarters, he has under his charge a large number of caretakers, engineers,

firemen, &c., employed in connection with the public buildings throughout the Dominion, the local architects and clerks of works engaged by the department during the construction of new buildidgs, the superintendence of everything in connection with public buildings at Ottawa and throughout Canada.

The chief accountant, Mr. O. Dionne, as his title implies, has charge of the accounts of the department. His branch is composed of the following officers:—

Accountant's Branch, Public Works Department.

Name.	Position.	Salary.
<i>Permanent.</i>		\$ cts.
O. Dionne.....	Chief Accountant.....	2,400 00 per annum.
A. G. Kingston.....	Accountant issuing applications for payments, preparing statement, assistant to the Chief Accountant.....	1,400 00 do
J. Côté.....	Paymaster.....	1,300 00 do
<i>Non-permanent.</i>		
H. C. Stevenson . . .	Accountant, keeps No. 1 personal and appropriation ledgers.	3 00 per day.
J. B. St. Laurent.....	Issues cheques, pays workmen, when paymaster is absent..	3 00 do
J. B. E. Bedard.....	Keeps letters of credit, personal ledger, &c.	2 50 do
J. Woolsey.....	Has charge of vouchers, makes out statements.....	2 50 do
A. Hardy.....	Keeps ledger of works, &c.	2 25 do
John Gordon	Makes out cheques for advertisements and keeps personal and works ledgers for snow	2 00 do
Hubert Lyon.....	Checks accounts and does copying.....	1 75 do
<i>Temporary.</i>		
J. A. Morin	Keeps letters of credit, appropriation ledger, prepares lists of payments for Auditor General, and returns for House of Commons.	1 60 do

The superintendent of telegraphs, Mr. F. N. Gisborne, has only two employees with him at headquarters, but he has under his charge a force 140 telegraph operators employed upon the several telegraph lines owned by the Government in Nova Scotia, New Brunswick, north shore of the St. Lawrence, the North-West Territories and British Columbia.

Telegraph Branch, Public Works Department.

Name.	Position.	Salary.
		\$ cts.
F. N. Gisborne.....	Superintendent.....	3,000 00 per annum.
D. H. Keely	Assistant Superintendent.....	1,500 00 do
Robert Keely.....	Clerk.....	2 00 per day.

4434. What is the method employed in your department for the collection and deposit of public money?—The largest amount collected by this department is in connection with the slides and booms dues in the several districts. The importance of that branch of our service may be gathered from the fact that the average yearly collection made by the department for the past three years has been about \$82,000. The collection of slides and booms dues is made at Ottawa under the direct supervision of the collector, Mr. E. T. Smith, who receives the amounts from the lumbermen as they

become due, either through cheque made to the order of the Minister of Public Works or to his own order, or, in case of small amounts, in cash. Moneys collected are deposited as much as possible on the day they are received, and a return made each month by the collector. In cases of delay in payment by the parties using the slides and booms, penalties are provided and special provisions are made by the law for the protection of the department. The collector has given a bond for \$4,000, which has been duly registered as provided by law. I may here state that up to the 1st July, 1889, the collection of slides and booms dues were under the control of the Inland Revenue Department, but by legislation made that year the control of that branch of the service was transferred to the Public Works Department, and such branch has been administered by our department since that time. Another source of revenue for the Public Works Department is the graving docks. The moneys due for the use of the docks are collected in accordance with a certain tariff approved by Order in Council, and are deposited as they are received by the dock masters. A fair amount of revenue is also derived through the telegraph service, but I may say, which can be easily understood, that the telegraph lines built by the Government have only been so built between points and at places where private companies would not be expected to derive much revenue from the telegraph communication, but where it was found absolutely necessary in the interests of the people and the country that such communication should be established. The great advantage to shipping generally of the cable connection between Anticosti Island, the Magdalen Islands and St. Paul's Island with the mainland, and of the telegraph line on the north shore of the St. Lawrence from Point aux Esquimaux to Tadousac and Murray Bay, has been shown, in a manner which renders it unnecessary to mention it further, and the same thing may be said of the great advantage to the settlers given by the communication afforded through the construction of the telegraph lines in the North-West Territories. Nearly all the public moneys collected by the officers of this department are deposited by them to the credit of the Receiver General and the deposit receipts sent up to headquarters with explanatory statements.

4435. Give a general idea of the method employed in controlling the expenditure of your department?—The expenditure of every sum of money placed at the disposal of the department by Parliament is, with the exception of very small sums, always first authorized by the Minister. An estimate of the cost of the work to be undertaken is obtained by the officer in charge of the branch in which the expenditure is to be made, and, after examination, the required reports are submitted to the Minister, who after discussion with the chiefs making the reports and with the advice of his deputy authorizes the expenditure to be made. The orders are then given, and a return of the expenditure is made by means of vouchers properly certified in accordance with the requirements of section 33 of the Audit Act, the several expenditures being by the accountant charged to the items of money voted in each case by Parliament. No officer of the department has the right to expend a cent of money without having received the necessary authority from the head of the department and without a report, estimate or valuation being submitted of the work required to be done or of supplies proposed to be obtained. Before any large payment can be made an application has to be made to the Auditor General, who examines the accounts and calls the attention of the department should any irregularity exist in the vouchers, or should anything be required which in his opinion will justify the payment.

4436. What system of purchase is adopted in your department? What is the system followed in the issue and receipt of stores?—The purchases made by the department are subject to the very same rules as those given above for expenditure. Whenever it is necessary that a purchase be made, a requisition is issued by the chief of the branch in which the supply is needed, and that requisition is brought to the Deputy Minister, who submits it to the head of the department for approval; when the requisition is approved, the person from whom the articles needed are to be obtained is selected from the list of persons receiving the patronage of the department, care being taken that said patronage be as fairly distributed as possible. In the case of purchases involving a considerable sum of money, prices are asked from the various persons on the

list and the lowest tenderer is given the supply of the articles needed. The same system is followed for the payments, and, as has been stated above, every voucher being properly certified as required before the cheque is issued.

4437. How are contracts generally awarded in your department?—Contracts are as a general rule, hardly without exception, awarded to the lowest tenderer after public tenders have been called by way of advertisements in the newspapers for the execution of the work. In the case of objections arising against the award of a contract to the lowest tenderer, the facts are reported to the Honourable the Privy Council and an Order issued authorizing the Minister to accept another tender than the lowest. Contracts are made on a form approved of by the Department of Justice some years ago, and are signed in each case in duplicate—one of the duplicates being given to the contractor, the other remaining in the charge of the law clerk of the department for reference whenever needed. Copies of the contract are given to the chiefs of the branches under whose superintendence the work is to be done, in order that they may have them at hand for the purposes of reference.

4438. In addition to his salary, is any official in your department in receipt of any additional allowance or perquisite, and if so, please state particulars?—With the exception of a few outside employees, viz., slide masters and dock masters, no officer of this department is in receipt of any additional allowance beyond his regular salary. Some of the slide masters and dock masters referred to are allowed a house built in the immediate neighbourhood of the work on which they are employed. The caretakers of the public buildings are also given quarters in the public buildings to the care of which they are appointed, that being in addition to their regular salaries. No employee of the inside service at headquarters has any allowance or perquisite beyond his salary.

4439. Is it possible, in your opinion, to reduce the expenditure on account of the services under the control of your department without impairing their efficiency, and if so, state in what way?—Proper and careful supervision in the expenditure of public moneys is always conducive to economy, and I have no doubt that, if the rules now laid down in connection with such expenditure are properly observed, it can be carried with a possible reduction without impairing the efficiency of the general service. A strict adherence to the specifications and contracts and a resolute stand against any demand for extras by the contractors, and especially non-interference by outsiders in the settlement of any claim in reference to the carrying out of any of the works, and the payment of any salaries in connection with the execution of any works, will ensure regularity and economy. I may repeat, however, that the principles laid down to govern each case of expenditure are sufficient if they are strictly adhered to by the officers, and that the surveillance exercised on the department by the Auditor General, together with the counter signatures required on each voucher presented for payment are a sure guarantee, if every certificate is given conscientiously, that no expenditure but that which is absolutely needed shall be incurred. For instance, in making payments in connection with a contract, the estimated value of the work done is made, from time to time during the progress of the work, by the clerk of the works who has the immediate superintendence of the construction of the building. He certifies the estimate by him as being correct in all particulars; this estimate is sent by the clerk of works to the chief architect, where it is examined by one of the officers in his branch; and if necessary, should any item require explanation, that officer is sent to examine the work personally and satisfy himself that the statements of the clerk of works are well grounded. After such an examination the chief officer certifies as to the correctness of the estimate, which is then sent in to the accountant for examination and payment. Explanations are asked for if necessary about the items contained in the estimate, and then a cheque is issued for the payment of such progress estimate. In the case of purchase of supplies the same course is followed—if for the engineering branch the clerk of works certifies that the material purchased, whether lumber, stone, iron, &c., has been delivered, and that the prices charged are fair and just. The resident engineer, who has the work under his immediate supervision and who is supposed, if he does his duty properly, to visit the works from time to time, is obliged to certify in his turn to the correctness of that

account, which is then sent to headquarters and certified to by the chief engineer. With such checks it is next to impossible that abuses or irregularities can creep in, always taking it for granted that the officers giving their certificates do so conscientiously.

4440. In your department have any abuses prevailed in connection with the supervision of payments?—The only abuses that have come to my knowledge in connection with the supervision of payments have been brought to light this year, and were not due to the inefficiency of the rules laid down, which apparently had been all observed in their entirety, but were probably due to a lack of proper application of the said rules or possibly to extra confidence placed by the above officers in those who may have been guilty of such abuses.

4441. Have you any suggestions to make with a view to possible amendments of the Audit Act?—I believe it would be in the interest of all concerned if the section of the Audit Act, No. 33, under which the accounts, estimates, &c., of this department are examined by the Auditor General, were properly explained, and the powers granted therein to the Auditor General properly defined. From the large amount of correspondence had with the Auditor General, it has appeared that very often points have been raised by the Auditor reflecting unintentionally, I am sure, upon the efficiency and ability of the officers certifying to the accounts presented by the department. I do not mean to say that the Auditor General's remarks in a good many cases have not been beneficial to the department, and I may acknowledge that we have often taken advantage of the points to which he called our attention for improvement in the future; but nevertheless the questioning by him of the value applied by the officer of the department to certain materials, &c., bought for the purposes of the office, when the accounts had been properly certified by the officers whose duty it was to give those certificates, his demands for certain information which was not considered by the department as necessary for the proper auditing of the accounts, makes me believe that it would be very much to our interest if his powers were sufficiently defined, so that we would know where the responsibility of the department ends and where that of the Auditor General begins. In connection with the nature of the certificates required by the Auditor General for some accounts, I might draw the attention of the Commissioners to the form of certificates which as Deputy Minister I am required to sign in connection with certain services. In connection with the supplies of stationery, for instance, I am asked to sign a printed certificate to the effect that the prices charged for the stationery are fair and just, which I think the Queen's Printer may well certify to, about which I am not sufficiently well informed to give a certificate. With reference to the payment for newspapers, the printed certificate which I am called upon to sign states that the papers are required for the service of the department, and that the prices charged for them are fair and just. I do not believe that it is proper to ask me to give a certificate on those two points, as I do not always know whether a certain paper is absolutely required for the service of the department, nor whether the subscription price is one which is equalled by the intrinsic value of the paper. Again, the officers, having to certify the accounts of the temporary clerks in the department, are asked to sign a certificate that the officers have been in attendance every day, except Sundays and holidays, during the month which their accounts are supposed to cover. I would claim that conscientiously no officer can sign such a certificate. The only guarantee of attendance is the attendance book signed in the morning, but unless the chief officer shall be continually going the rounds of his office to find out *de visu* whether his officers are present or not after having signed the book, he cannot safely at the end of the month say that they were in attendance when he cannot possibly be sure that they were. A certificate that the officer has signed the attendance book every morning and that to the best of the knowledge of the certifying officer the clerk was in his office on those days, is about all that may be asked. It might also be proper to draw attention to the rules laid down for the purchase of stationery. At present all purchases are made at Ottawa, on requisition from the department, and are despatched to our outside offices. In the case of our offices in British Columbia and the North-West Territories, the freight on the articles is sometimes greater than the value of the articles sent. In such case it would be preferable

to authorize the purchase to be made outside of the Stationery Office, although it might still continue to be made through the same. Similarly, it sometimes happens that certain notices, advertisements, &c., may require to be published or printed on an emergency, say in connection with docks and other works, where the delay in sending to headquarters for the printing to be done at the Government Bureau may be a source of inconvenience and sometimes of loss to the department. Some latitude might be given in such cases. For instance, there was a case of some bottles of ink of small value for which more than double that value was paid for freight. We got the freight reduced by charging the whole as one consignment instead of charging on each bottle. In some cases where we have to send goods away which are worth fifty cents, when they reach British Columbia they amount to \$2 more.

4442. In British Columbia it would cost the same as here?—It might be a little more, but the freight or express charges would be saved. I believe there was a provision in the law, prior to the last amendment, to the effect that in the North West Territories and British Columbia the purchases might be made on the spot; but that is not the case now.

4443. How many persons are there in and about Ottawa under pay from your department?—About 250.

4444. Does that include all the men that are employed here on repairs?—Yes. There are 24 permanent clerks in the department, 96 temporary, and 61 men employed on repairs. Of course that number varies; sometimes there are 40 and sometimes 75 or 80. Next week, when we repair the Ottawa post office, there may be 80 required. Then there are 10 employed at Rideau Hall, 24 at the Langevin Block, counting the elevator men, the heating men and those employed around the block, and 59 employed in heating and handling the wood around this building. That is the mechanical staff. The 61 on repairs could not possibly be taken as a permanent corps. In a fortnight from now the number may be 25 or it may be 85, as the requirement may be.

4445. How many persons are under pay throughout the Dominion, from your department?—I should think from 500 to 550, that is, counting in everybody—engineers for the surveys and engineers in charge of buildings, caretakers, slide-masters, timber counters, clerks of works, &c., and every one in the service. Of course, I cannot give the number exactly now.

4446. That number increases in the summer?—It does. Of course, we have all the surveying parties in the summer, and that would increase the force from 40 to 50.

4447. Could you give us a statement showing where they are employed?—I understand the questions only to refer to the inside service, and the largest portion of our officers are outside. I have a list of 120 caretakers, for instance. It is very easy for me to supply the Commissioners with a complete list.

4448. You will prepare a statement showing the numbers of the employees of the department, the cost, and the various points at which they are employed, and at what?—I will. I was forgetting the 140 telegraph operators besides.

4449. In the Department of Public Works you say there is a special Act defining the powers of the Deputy Minister, and therefore no change is required. What are the special powers defined there?—That is contained in clause 2. In every clause of the Act it says the Minister or the Deputy Minister.

4450. There are specific duties mentioned in that Act as applicable to the secretary, the chief architect and the chief engineer, but in regard to the deputy it simply says that there shall be a deputy appointed?—Yes. I have taken the Act to give special powers to the deputy where it says the Minister shall have certain powers, and that in his absence the deputy shall act in his place. That is what I meant.

4451. But you are asked if the powers of the deputies should be extended?—The deputies have large powers at the present time, but I do not think those powers are now exercised to their fullest extent. I think at present there is just as much chance for a deputy to control the department if he did in all cases what he is permitted by the Act to do.

4452-3. Do you think the deputy should have power to suspend even when the Minister is present?—I believe so. I believe the Deputy Minister knows better what should be done in such a case.

4454. You stated in answer to the question as to persons in your department having bad habits, &c., that there were none of the permanent officers. Why do you qualify that simply in reference to the permanent staff?—Would your question apply to the temporary staff?

4455. Certainly. Have any persons found their way temporarily into the department and been employed for long periods and found to be ineligible?—Yes.

4456. To any extent?—Not to a large extent.

4457. Are there any there now?—There are some extra clerks who might be dispensed with.

4458. And who might be ineligible?—Yes, some of them.

4459. And have any of them bad habits?—None that I am aware of.

4460. Of the non-permanent men you think might be retained, are there any paid more than you think their work would be worth?—There might be one or two only.

4461. You said some were ineligible not on account of bad habits, but for other reasons—what are those reasons?—The principal reason would be the lack of sufficient ability to perform the work. In some cases there might be a little indisposition to work. That, however, can be controlled. I believe any man can be made to work if he is properly looked after.

4462. Do you not think it would be better that special votes should be taken for these special men instead of charging them as they are now charged?—Certainly, there is no question about it. However, I think there should be as much as possible no temporary clerks at all; at any rate, I do not believe that we should take more than a few temporary clerks who may be sent away after the pressure of work is finished. I have been unable to find the Order in Council, but my recollection going back to 1872 is, that the then Minister tried to incorporate all the architects and engineers into the permanent staff, but there was an opinion that they should not be, but should be paid out of the votes. I am under the impression that there was an Order in Council to that effect, but I cannot find it. It would be about 1872 or perhaps 1871.

4463. Have you had any difficulty in dispensing with the services of any one?—A. Yes. The trouble with temporary clerks is there is more or less difficulty in sending them away when the period of service is over. There are always some apparently good reasons given. Many reasons are used, on the score of necessity, of poverty, of being thrown on the street if they are not kept in employment, &c.

4464. Who nominates them?—I do not think in my time more than two or three have come in. The bulk came in before.

4465. Speaking from your general experience?—I know what the practice was. The deputy would be asked, and the chief of a branch would be asked by the deputy, whether any additional person was required. If the answer was in the affirmative, the Minister would give the name of the man, who was always recommended as a first class man, and he would be taken in at the lowest pay of an extra clerk, \$1.25 to \$1.50 a day.

4466. At all ages?—Yes, but I believe the oldest was about 50.

4467. And none or them passed the preliminary examination?—A few, but a small number.

4468. Therefore a great many of those nominations have been made outside the list of passed candidates?—Yes.

4469. Is not your list of temporary clerks too large for the work you have for them?—The number may not be too large, because I believe that the number of clerks forming the staff of the department will have to be increased, taking the engineers and architects together, but of those who are employed at present we would have to dispense with some and replace them. For instance, in the engineering corps there is no doubt that some of the draughtsmen might go without impairing the efficiency of the service, but in the higher branches some other men should be taken in.

4470. If you were at liberty to dispense freely with the services of those you do not want, the service would be greatly the gainer?—Possibly so, if I am free to dispense with the services of a man as soon as I find he is not useful for the purpose for which he has come in, the efficiency of the service would be helped.

4471. But now you are obliged to take him?—I cannot say that, but it is sometimes hard to send them away.

4472. As a matter of fact, you do?—Yes.

4473. Have any non-permanent clerks been appointed lately, and give their names and duties and salaries?—In the secretary's branch there are J. A. Chassé and A. Drapeau. In the chief engineer's branch there is Joseph Gobeil. In the secretary's branch there is also J. C. Moore. In the chief architect's branch there is the clerk of works, who was appointed in the place of Mr. Pruneau, who died.

4474. Some of these replaced men who died?—Yes; as I have said, Breton replaced a man who died. Of the new men appointed lately there are also in the chief accountant's branch Mr. J. A. Morin, and in the branch of the superintendent of telegraphs Mr. Robert Keely. In the case of the one appointed in the secretary's branch, it was a new appointment.

4475. You required their services?—I cannot say that the second one was very much required in the secretary's branch. In the telegraph branch it was an officer who used to be employed a month or two at a time for some years when there was a pressure of work. The pressure of work having continued he was retained, and his continuous employment was decided upon only about a month ago. That is Robert Keely.

4476. Would it not be possible to overtake the work with your regular staff?—Robert Keeley had done work in the office of the superintendent for two or three months at a time for some years past, and it was on account of his familiarity with the work that the superintendent asked that he should be retained. I thought that sufficient for me to recommend to the Minister that he should be continued. He is a very useful man.

4477. In all these cases you make the recommendation?—In the case of Keeley I did. In the case of Gobeil it was done by the chief engineer's recommendation. In the case of the two in the secretary's office it was done on my approval.

4478. Is there any limit to the salaries of extra clerks?—You speak here of a peculiar case. The party receiving the \$110 per month salary was in the Red River expedition of 1870, and was stationed out on a very cold night and his legs were frozen. Both his legs had to be amputated, and after a year passed in the hospital at Montreal he was taken in hand by Sir George Cartier and sent to New York, where he was supplied with artificial legs, and when he was able to be about he was brought here and put into the department, being employed in making out the pay-lists, &c. He came into the inside service of the department in 1874, and he is one of the most useful officers we have. He was under my special surveillance during my time as secretary, and before, when I was acting secretary; I have pressed time and time again to have him appointed on the permanent staff, but up to now without success. Perhaps he is paid more than the ordinary amount for an extra clerk, but he fully earns the salary he is paid, if not more. If he were paid \$1,400 or \$1,600 a year he would not be paid too much.

4479. You have another clerk who simply mails books and cheques, &c., and you pay him \$1,400 a year?—Yes.

4480. Are the services he renders under that head sufficient to entitle him to such a salary?—They were when he got \$1,100. He is a second class clerk, and his work requires a great deal of care and attention in the performance of it. He is in charge of the mail, and he handles all the cheques issued by the Department of Finance as well as those issued by our own department, and he is thoroughly trustworthy. Like many other officers he has gone up from the salary he was receiving to \$1,400.

4481. And perhaps he gets more than the work is worth?—I do not think so, but if he did you might set against that the fact that many other employees are doing work the value of which is far in excess of the amount they receive.

4482. You also have a mail clerk at \$3 per day?—Yes; he is the general mail clerk of the department, his duty being to receive the letters from the correspondence branch, copy them and index them, receive the registered letters, mail them or distribute them around the department.

4483. In the estimate branch you have four clerks, one at \$1,400 a year, two others at \$2.25 a day and another at \$2 a day. Do you really want these clerks for that business?—I would prefer to have the system of preparing the estimates changed. I would propose that that branch should absolutely disappear. These estimates are prepared by a special clerk, assisted mainly by temporary clerks. It is a very difficult work, the work upon which the whole of the department turns, getting the votes in the proper way, and getting the whole of the information for the Minister and for Parliament, showing that the estimates are expended in the way intended by Parliament; but I think the estimates would be better prepared by the heads of branches themselves and sent to the deputy, who would put them together to present to the Minister. If an estimate is reduced in Council, when the return of the reduction is made, the head of the branch would know why, and how much, and he would be expected to do with the balance of the vote placed at his disposal. Now, very often the chief of a branch does not know why and in what particular the estimate has been reduced, until they are presented to the House. If he were preparing his own estimates he would know better. I think it would be better to do the work in this way than to have this separate office, which I think should be merged into the other offices.

4484. You also have your records. You have two permanent clerks, one at \$1,287.50 and another at \$900, and you have five other clerks for your records, one of whom is that one at \$110 per month?—I do not believe we could do without that staff.

4485. You have a law clerk who gets \$3 a day, and a writer in his office who also gets \$3 a day, and another who gets \$2 a day. Is it absolutely necessary, with the Department of Justice at your elbow, that you should have such a staff of law clerks and writers as that?—What we call a law clerk is the one who prepares the contracts and looks after the deeds and leases, and he hunts up the records for precedents which may have been decided by the Department of Justice, and so puts us in a position to decide the small questions without always referring to the Department of Justice. I did that work myself at one time. As to the second clerk, I do not think he should get the same pay.

4486. You think that law writer is paid too much?—Yes.

4487. Is not the first name in the permanent staff that of the law clerk?—No; he is not. He was transferred to the department when I was law clerk.

4488. What does he do?—He has been employed at various works at various times. For instance, he has investigated the Dundas road, the Hamilton and Port Dover road, and other questions which may have been decided since that time.

4489. How did that law writer get into your department at such a high salary?—He entered the service at \$1.50 or \$1.75, and received increases of 25 cents a day from time to time.

4490. Who gives these increases?—The Minister.

4491. Without an Order in Council?—Yes.

4492. Then there is no limit to the salary given to a temporary clerk?—Except the practice of the department.

4493. What is that limit?—No temporary clerk has received more than \$3 a day, except in a few cases. That is the custom.

4494. You have two ladies who were transferred to your department who received \$1.50 a day. Last year one received \$2, and now receives \$2.25, and the other receives \$2. How long has the one who receives \$2.25 been with you?—Two years and a-half.

4495. You have increased her salary 50 per cent.?—Yes.

4496. There is no limit except the \$3?—Yes. I think from the nature of the work the type-writer has done for me that it shows she has performed her work intelligently and well, and I do not think \$2 a day too much.

4497. Does that include Sundays and statutory holidays?—Yes.

4498. In regard to all the temporary clerks?—Yes, in our department.
4499. The type-writer in the Finance Department gets \$1.50 a day and prepares all the reports for the Treasury Board, and has the same standing?—This one came in at \$1.50.
4500. You have made no return of messengers?—There are two. There were three, but one is dead.
4501. Have you any temporary messengers?—Yes, but they are drawn sometimes from the labouring staff.
4502. Will you make a statement of the messengers, with their salaries?—Yes.
4503. Taking the first permanent clerk in the secretary's branch, are you aware that your predecessor reported the necessity of his appointment on account of the absence of a law clerk in the department?—I am not aware of it.
4504. What duties does he perform?—He does not do any work now.
4505. Does he get his pay?—Yes.
4506. At what time does he get down in the morning?—I think at 10 o'clock.
4507. Does he sign the attendance book?—No.
4508. Would you be surprised to hear that very often he does not get down till 11?—No.
4509. He came to you at \$1,800 a year?—Yes.
4510. When he left the other department he had only \$1,400?—Yes. I think the Order in Council said he was to be promoted to the maximum of the class on being exchanged.
4511. On account of the special qualification he could bring to the department and the absence of a law clerk?—I do not know anything at all, except what I have heard confidentially as to his translation to the department. I was law clerk at the time.
4512. You were secretary at that time?—No, I was law clerk at the time, and I remained there. Mr. Baillairgé was so good to me that I remained there until I was appointed secretary, and when I was promoted I found another man to take my place, who is there now and does the work.
4513. You have a permanent copying clerk at \$1,000 a year in the secretary's branch?—Yes.
4514. Is he the head of the copyists?—No.
4515. Who is the head of the copyists?—They are under the general control of the secretary. The copying staff proper of the department is in charge of the law clerk. It was the same when I was the law clerk. The present man in charge is very intelligent and has a good way of doing his work, and I gave him the same work I had been doing. We have no chief of the copyists, except one who is in charge of the extra copyists, and he is an extra.
4516. He is paid 25 cents a day extra for that?—Yes.
4517. Then you have 11 non-permanent copyists?—Yes.
4518. Do you find work for all of these?—There are too many of them.
4519. What do they do?—The amount of copying work is not the same. During the session they are fully employed with the returns to the House and reports, and at this time with the preparation of the annual report, and at various times during the year they are employed, but I believe with a little longer hours some of them might be removed, and other temporary clerks would only be too willing in return for permanent employment to accept a reduction in salary, and we might get through the work with a less number and without employing temporary assistance. I have always found the employees in my department willing to do extra work without a murmur. If I have asked anyone to put in extra hours or to come to the office on a Sunday I never found one who refused.
4520. How do you copy your letters? With a copying press in what we call a press book?—A good many are copied by the type-writer, by the manifold process.
4521. In addition to the per diem allowance, you pay overtime to your copyists?—Yes, but very seldom.
4522. And there have been several extra copyists employed and paid so much a folio?—Yes, according to the Order in Council, 5 cents a folio.

4523. That is much less than it was eight or nine years ago?—Yes, but that pays well.

4524. In the Auditor General's report of 1889-90 it appears that the temporary clerks and copyists amounted to 162. Your non-permanent staff is now but 96. Have you got rid of these others?—Yes, a large number. We got rid of them by degrees. I have a small number of copyists now, which I hope in a few months will come to nothing.

4525. Was any of this extra work divided with the permanent clerks?—Not to my knowledge. I do not know of one instance.

4526. In the secretary's branch you have one requisition clerk?—Yes.

4527. What kind of requisitions does he make?—He makes requisitions for printing, advertising, stationery, and for requirements of the department, in small things such as tumblers and spittoons; in fact all the requisitions issued by the department are in his charge. He keeps books in such a manner that I can find how much each officer or branch receives during the year, and at the end of each year I send a statement to each chief officer or even to each officer. This officer does his work perfectly.

4528. Does he do the work that Mr. Talbot did?—Partly, but Mr. Talbot's work dwindled down to nothing. We do not keep any stores at all now. We have a system by which we are spared the trouble of keeping a number of articles in store; in fact we have no supplies at all.

4529. Does this requisition clerk fill up requisitions for carpets, and so on?—No, that is done by requisition from us—that is by requisitions from the different departments.

4530. Does he buy sheeting for the maps?—Yes, on requisition.

4531. Why have you a non-permanent draughtsman in the secretary's branch?—I believe he should be in the chief engineer's staff. However, he is at present working for me and making for the department plans of all the provinces, showing the works done in all the provinces, and making schedules giving the size and dimensions, and so on, more for the use of the department proper than for any branch.

4532. Your department makes maps, the Interior Department makes maps, the Railway Department makes maps, the Marine Department makes maps—would it not be more efficient and tend more to economy if all these maps were made in the same department?—I shall never ask any one to make a map in my department. The last map that was made there was a map of the telegraph service, I think in 1882, and since that the department has not made a map. The only one who made a map was Mr. Baillairgé, but that was for himself. I do not think we should have anything to do with making maps, except for our own departmental use.

4533. Coming to the chief engineer's staff, you have a non-permanent chief engineer?—Yes.

4534. That is awaiting developments?—Yes, it was owing to the illness of Mr. Perley, and Mr. Coste was found to be the most available man to take his place, it being the beginning of the session when Mr. Perley was very ill. Mr. Coste is a very excellent engineer.

4535. The chief clerk on the chief engineer's staff is the man in charge of the estimates for the whole department?—Yes, he is one of the ablest men in the service.

4536. Has he anything to do with engineering at all?—He had, and it is proposed that he shall have a great deal more.

4537. Then in your idea he would not be your responsible officer to make the estimates?—Yes, for the estimates of the chief engineer's office.

4538. And as to the rest of his time?—He is a professional engineer and a very clever man, and that would be decided accordingly.

4539. The permanent staff, under Steckel, are all lumped as clerks? They are employed in clerical work and not in engineering work?—Lightfoot is the chief engineer's clerk of correspondence, his shorthand writer, and looks after his letters. He is really *chef de bureau* for everything not connected with plans and engineering.

4540. In other departments is not that work done by other than a first class clerk?—He is a first class clerk.

4541. Do you not think any one of a lower grade could do that work?—I do not think so. It is a most important work and a most important branch. He has been there I think since 1873 or 1874.

4542. Was he doing that same kind of work at first?—Not exactly, but similar work with Mr. Kingsford. There was not so much work then.

4543. But it was something of the same character?—Yes.

4544. What salary had he at first?—I think he was an extra clerk at \$2 a day, as we all came in.

4545. And now what is his salary?—He has \$1,650. He is a first class clerk.

4546. In addition to this first class clerk, you have recently created another first class clerk in the department.—That is the chief draughtsman and assistant engineer.

4547. What do these second class clerks do?—They are keeping the books in the engineer's branch, indexing the books, writing the correspondence, taking charge of the reports and seeing that they are all in proper form, and sending them back if necessary.

4548. They are routine clerks?—They are to some extent, but with more intelligence and ability than is required from routine clerks, because they have to attend to the correspondence.

4549. But the correspondence is probably dictated to them by the chief engineer or the chief clerk?—Not always.

4550. It would be routine correspondence they would attend to themselves?—Yes, but they would also write on instructions.

4551. In other departments that work is done by third class clerks?—I have my opinion in regard to third class clerks. There may be some very good.

4552. As a matter of fact, has the permanent third class clerk a less amount of work to do than these men have?—O'Brien, a second class clerk, is doing work much more important than that done by a third class clerk. Of course, as to the engineer's staff, Mr. Coste can be at the disposal of the Commission, and can give more information than I can. He is with them all the time.

4553. You have a superintendent of dredging at \$2,500 per annum. He is a non-permanent officer—is that a new appointment?—No; but the dredging was in the hands of Mr. John R. Arnoldi and was considered a part of the duties belonging to the chief engineer, though he considered it was an independent work. Upon his departure I recommended to the Minister to return that work to the branch to which it naturally belongs, the chief engineer's branch, the dredging in harbours being certainly a portion of the duties of the chief engineer. The best person we had to take charge of that was the officer who had been in charge of the dredging of the ship channel between Montreal and Quebec, Mr. James Howden, and I advised that he should be sent for to take charge of the whole of the dredging, from Quebec to the end of Ontario, under the same head, and that is what he is doing now.

4554. Has he charge of the dredging in the Maritime Provinces?—No; that is under the charge of Mr. W. J. McCordock. Howden has charge of Quebec and Ontario. Manitoba is under the charge of the resident engineer, Mr. Gouin, and British Columbia is under the resident engineer, Mr. Gamble.

4555. Is Howden an engineer?—I know he worked as a mechanical engineer before he came under the harbour commissioners of Montreal, and all I know from our experience, and from what I have heard the chief engineer and others say, is that he is a first class man.

4556. What salary had he then?—I think \$2,300.

4557. Then it is not a material increase?—No; he has more work, and he has to be in Ottawa four or five days a week.

4558. Does the correspondence from the other dredging superintendents go through Howden's hands?—No; the correspondence of each superintendent of dredging goes to the chief engineer.

4559. You pay annual salaries to each?—Yes, but they are paid different amounts.

4560. Are they paid during the winter season?—They are allowed pay during the winter.

4561. Have you work for them during the winter?—Yes, we have to send them round during the winter, and Mr. Howden has work the whole year round.

4562. You have four assistant engineers attached to the chief engineer?—Yes.

4563. Three at \$5.50 per day and one at \$4?—Yes.

4564. What is the normal pay attached to the position of assistant engineer?—\$5.50 per day.

4565. What does that amount to?—About \$2,000 a year.

4566. These men go out from Ottawa?—Yes; that is why I think the staff is not sufficient; we require more.

4567. When they go out they go for months at a time?—No, not these engineers. Sometimes they do, when they are sent on surveys, but for the two past years the surveys have been very short, and the officers at headquarters are more employed in superintending works than in having a district outside. They are more employed to see that the works are executed. Mr. Hamel, for instance, has a district in Montreal and around Ottawa, and he is continually travelling.

4568. Why is one of the men paid only \$4 a day, while the other three are paid \$5.50?—I do not know.

4569. Are all these assistant engineers men of good habits?—Yes; as far as I know.

4570. You have twelve draughtsmen?—Yes.

4571. Do they go into the field?—No; they are all employed at headquarters.

4572. They are paid from \$2 to \$3 a day?—Yes.

4573. Is that according to the length of service?—Generally so.

4574. It might happen that a junior draughtsman might get \$3 and a senior \$2?—There is a young man now in the office, who is a first class man, not twenty years of age, who is getting \$2 a day.

4575. Do you want twelve draughtsmen at headquarters?—You might ask that question of Mr. Coste.

4576. Now, as to the chief Architect's branch. The chief architect is *sui generis*—he is the only permanent officer in his branch?—Yes. They are nearly all old officers in that branch, more than in the chief engineer's, which is of a more recent date. The youngest in this branch has two years' standing, and we have one who has been there for twenty-one years.

4577. It was Mr. Ewart to whom you made special reference?—Yes.

4578. He is a man of great ability?—Yes.

4579. He invented a block pavement?—Yes. He is the mainstay of the chief architect's office. I never knew a man to work so much. He works day and night.

4580. He is the assistant chief architect?—I always call him so. He is *de facto* assistant chief architect.

4581. Mr. Watts is the architect in charge of the drawing office?—Yes.

4582. Where all the plans are made up?—Yes; that is where the specifications are drafted and plans made.

4583. Then you have a general office assistant to make plans for heating public buildings?—Yes.

4584. Surely one plan is enough?—No; not always. There have to be plans for the disposition of the piping so as to suit the building. When a building is constructed and it is decided to heat it as we heat our buildings, by hot water, the disposition of the coils and pipes is looked after by Mr. Billings.

4585. Is the Langevin Block heated by hot water?—Yes; the apparatus was constructed by Garth, of Montreal. It is the first large building of the kind that we have tried to heat by hot water.

4586. You have eight draughtsmen in the Chief Architect's branch?—Yes.

4587. Some are paid by the month and some by the year?—Yes.

4588. Is there any reason for the difference in the style of pay?—No; there is no difference in the mode of employment.

4589. Are they doing pretty much the same work?—No; the work is sub-divided between them. One man would have the details of the construction of a building, and the finishing would be in the hands of another. One who was more accustomed to ornamental designs would have that work, and one who was more versed in the practical solid portion of the work would look after the walls and frame of the building. It is sub-divided according to the knowledge and talent of each man.

4590. There is some work of a higher order than others?—Certainly; in architect's work it could not be otherwise.

4591. Are there more draughtsmen there than are necessary?—So far as I understand, no.

4592. You have about 140 buildings, irrespective of these in Ottawa, throughout the Dominion?—Yes, erected and those we are erecting. All these have to be kept in order; and all the plans are made in Ottawa for all the new buildings. We get on an average twelve to fifteen or more new buildings every year. All the plans are made here and all the alterations and repairs are designed here, and it requires a large staff.

4593. Many of these buildings are of recent construction. When you have erected them and they are ready to be occupied do you light and heat them for the occupants?—Yes, we pay for the lighting and heating and we have a special vote from Parliament for that.

4594. You have three or four clerks in the chief architect's branch?—Yes.

4595. One clerk is clerk of works in charge of repairs and furniture, public buildings, Ottawa. If a new carpet is required for any of these rooms, does that pass through his hands?—Yes.

4596. What is the process when a department asks for a new carpet or a new desk?—If a deputy wants to have a desk he sends a requisition which must be initialled by the Minister. That comes to our department and goes to the chief architect, who gives it to the clerk of works, to find out the quality of the desk required and what the cost is to be. The course is to go to the department and see the officer as to the quality of the desk required, and then the clerk of works goes to the dealer and reports to the chief architect the value of the desk. In regard to carpets, it is different. We have laid down the price which we do not go beyond, except for very exalted personages. We pay \$1.10 a yard for a carpet laid. A carpet for less than that would be trash. Then he goes to the officer and tells him to go to the dealer and select his pattern among the carpets at \$1.10. Then, after the requisition has been approved by the Minister of Public Works, the clerk of works gets the carpet and has it placed in the room where it is to be laid down, and the account is sent up and certified and the cheque for the payment is issued.

4597. Could it be possible that a room would require 40 yards of carpet, and that 50 yards would be supplied or charged for?—That might be if the clerk of works, the dealer and the officer are together for the purpose of making false accounts.

4598. Would it not be possible between the clerk of works and the dealer? The officer does not certify to the bill and does not know the measure?—He certifies.

4599. He knows nothing about the measurement?—No.

4600. It reduces itself to the clerk of works and the person who supplies the article?—Yes. The clerk of works is entrusted with the duty of taking the measurement, which he reports to the chief architect, and on that they estimate the cost to be paid. That is presented to the Minister. If the chief architect desired, he might get two measurements made, though I do not know that he has ever thought it necessary to have that done. In the case of supplies, we have repeatedly had it done. We have got estimates from different men, when we were not sure. I might see an estimate and say it was too high, and to satisfy me Mr. Ewart would send another man to get another estimate to see if there would be a reduction. But, as a general thing, the clerk of works reports to the chief architect and he has to see the order fulfilled.

4601. There is a plan of these buildings in the office?—Yes.

4602. With the dimensions of the rooms?—Those that have not been altered.

4603. This room, for instance—the wardrobe of the Senate?—No; because a partition has been made here.

4604. When the bills are sent in for these carpets is the plan ever referred to in order to see if the dimensions are correct?—Mr. Ewart could state that.

4605. You have a very old officer in charge of penitentiaries who is receiving \$180 per month?—Yes.

4606. When he departs, you will make a new arrangement?—Yes.

4607. He has only St. Vincent de Paul Penitentiary to look after?—Yes; that is all now.

4608. In the mechanical engineering staff you have an acting chief engineer at \$100 a month?—Yes.

4609. And four assistants?—Yes.

4610. Are the same duties that Mr. Arnoldi discharged, bar the dredging, performed in that office?—Part of the work Mr. Arnoldi was doing in connection with the public buildings is done by Mr. King. The dredging is looked after by Mr. Howden.

4611. Are you having a revision of that staff?—As it is now, the work is divided between Mr. Howden and Mr. King, the service both for dredging and the buildings being performed in the same office. Later on, no doubt, the sub-division will take place and one or two will go to one branch or another of the department.

4612. In the accountant's branch you have three permanent, seven non-permanent and one whom you call temporary?—Yes; the temporary clerk being there to take the place of one permanent officer who is not there now.

4613. Do you know anything about your system of book-keeping?—I think so, but I would not like to describe it.

4614. You have ledgers for contractors, and appropriation and personal ledgers?—Yes.

4615. What does the paymaster do?—What his name implies—he pays.

4616. Pays what?—At one time we had no paymaster and we found there was danger. We used to get our payments made by the resident engineers or the foremen on works. We found that some of the discoveries made on the canals were such that it was necessary for us to take precautions. A foreman might send a list certified by himself, and he might put the names of persons there who did not work, he being the only man to certify, and if the cheques were sent to him to pay, or even to the engineer, there might be collusion between the two, and, as I think it was shown on the Grenville canal for years and years, there were persons paid who were not working. At first there was a strong objection by the resident engineers, on the ground that this was a reflection on their honesty, but now the paymaster goes around and if a man is not there he is not paid.

4617. Does the paymaster operate throughout the Dominion?—No; that is physically impossible. In St. John we have a paymaster named Ewing, and our engineer in Manitoba does the work and gives \$7,000 bonds. Mr. Ewing gives bonds to the amount of \$4,000 or \$5,000. We have Mr. Gouin, our resident engineer in Manitoba, who does the work. He is not a paymaster, but he was obliged by us to do that work and he was compelled to give us a guarantee bond, and he has to pay \$87.50 a year for his guarantee. I was of opinion that, when he was doing this work as paymaster outside of his ordinary duties, the least we could do would be to pay the premium for his guarantee. I tried to obtain a refund for him but failed.

4618. The Grenville canal was not under your department?—No.

4619. How do you have to pay so many men?—There are a great many of our works that cannot be done except by day's labour. The foreman certifies to the amount required and the paymaster goes there and calls up the men. There may still be a chance of deceit, but the chance is very much lessened by the present system.

4620. Generally speaking, how long have these non-permanent accountants been employed in the department?—The majority of them must have been employed from the year 1880, when the sub-division of the departments took place.

4621. Could not the number be reduced?—Perhaps it could, if the system of keeping the accounts were changed, but I doubt if a change would be advisable.

4622. Then as to Mr. Gisborne's branch—that could not be reduced, as there are only three employed?—No, it is impossible. It is being administered with a very small staff.

4623. Your outside engineers are out for months at a time, are they not?—I have already replied in the negative. Those who are here at headquarters come and go from Ottawa to the various works on which they are engaged.

4624. For instance, on the piers below Quebec, do you pay the men there any travelling expenses over their salaries?—Not now.

4625. You used to?—Yes.

4626. How much a day?—We changed that about six months ago, when I asked the engineer to change it. I thought an engineer should only be paid when he is away from his own headquarters. That system is now followed.

4627. You spoke of purchasing from houses selected from the list for patronage?—Yes.

4628. As a rule, all the supplies for these buildings are bought in shops in Ottawa?—Yes, as a rule, but not always. We have bought some carpets in Quebec and some in Montreal.

4629. You paid the retail price for carpets, from \$1 to \$1.10 a yard?—Yes, because we buy in small quantities.

4630. Could you not make an arrangement with some carpet house to supply all these?—That is for the Government to decide. It would be less trouble for us to have only one house to buy from, though that is what we try to avoid, than for us to distribute patronage between ten or twelve houses, because people are never satisfied with the amount they get. If we had one house to deal with, it would be easier for us but not so just.

4631. Could you not ask for tenders for a year, stating the average of the previous year?—The average of the previous year would not be a test. This year we have to carpet the Supreme Court and the Exchequer Court, and will probably require a larger quantity than will be needed again for the next three or four years. We are trying to scatter the patronage among as many people as possible. It would be much easier for me if we had to deal with one house at a fixed price.

4632. About \$70,000 was distributed among houses in Ottawa for repairs and furniture last year?—Yes.

4633. That was all done at retail prices?—There is a good deal of wood work in that. We are spending \$6,000 or \$7,000 in renovating some rooms in the buildings. We cannot apply the appellation "retail price" to that. In the Marine Department, the Privy Council and other departments we are fixing up and putting in heating. We get tenders for lumber, but we buy furniture at retail prices. It would be hard to do otherwise, because we buy in single pieces.

4634. But in furnishing a new building?—We always call for tenders.

4635. You know that \$40,000 or \$50,000 a year will be spent on an average in these buildings for furniture and carpets and renewals?—Not this year.

4636. You spent \$70,000 in 1890?—Yes.

4637. But that would be the average?—It should not be if the departments were reasonable, but the clerks cannot be made to believe that the furniture we want to give them is good enough, and the trouble I always have, when I try to cut down the estimates, is that a clerk will insist that it is not reasonable to give one of his grade a \$45 desk. Every time I am beaten on questions of that kind.

4638. But if you were limited, say to Mr. Erratt, you would have to buy at his price?—He is not the only one. We have Harris & Campbell, and perhaps Mr. Haram and others. In crockery we have to go to Ashfield or Shaw. Crockery for Rideau Hall we have to get from England, because it has to have the Government House monogram.

4639. Is it not a fact that that arose from the fact that the person who had the account presented a large bill for payment and the Auditor General refused to certify to it?—I do not know that that was the reason. I know Sir Hector Langevin suggested that we should utilize the services of Sir Charles Tupper to get that crockery.

4640. That was after this business?—I do not deny it, but I cannot say for certain.

4641. By limiting the patronage to certain houses and buying in certain districts, do you not pay largely in excess of what you could get the goods for?—If we are limited to one house there is a danger of paying a big price, but when we create competition I believe we have a fair guarantee that we are getting the lowest price. If we have two men competing, I think we are getting a cheaper article.

4642. But the two may combine?—I do not know that there is a chance of that occurring here.

4643. Are not these people retail dealers, and are you not paying retail prices for wholesale transactions?—Yes, I suppose so. The question of patronage is not to be decided by the officials. The officers have to follow the principle which is established. If it pleases those who direct us, we do not want any patronage, and the greater the centralization the easier and pleasanter it is for us.

4644. You state that you wish for the clearer definition of the "fair and just" clause of the Auditor General's duties in the Audit Act. His duties are a verification of the accounts?—Yes.

4645. He has power to call for an enquiry if he thinks anything is wrong?—Yes.

4646. Do you think it is out of his jurisdiction if he, from knowledge acquired, thinks you are paying too much, to have an enquiry into the matter?—No; it is not that; but I think that his right for actually stopping payments in some cases where he has questioned the value of the certificates given by officers is not sufficiently established. If we knew what his rights are, and if we were sure that the rights he claims were in accordance with the Act, we would not question them at all. But cases have occurred where he has had to abandon or modify his claims, the making of which had been the cause of a great deal of unpleasantness or delay. I do not object to all the verifications or enquiries that the Auditor General may be entitled to make, but I would like to know how far we may go. Now, we know so little of his rights that it might be as well before making any payments to take the whole bundle of papers and ask him if they please him before we pay them. I do not think that should exist. Why not specify exactly what the Auditor General has a right to do. We do not question the advisability of his going thus far or further in the examination of accounts, but we want to know how far he can go. For instance, the Auditor General writes and says he objects to a payment to a contractor because he wants to know before making it the nature of the work done by the contractor, as he wants to satisfy the outside people of the nature of the work performed. There is a payment due, and the contractor is waiting to pay his people, but the payment is stopped for that reason. A week or two passes, and after a while the contractor telegraphs about it and accuses the department of delay. We write to the Auditor General, and say there is a book published each year called "The Report of the Department of Public Works," and that if he is to give all the information in his report we do not see the necessity of publishing ours. Subsequently the payment is made. Sometimes we pass weeks in discussions with the Auditor General, and perhaps in some cases he will give way after our having been delayed a long time; but it is a great cause of embarrassment to tradesmen and contractors, simply because of bickerings between us and the Auditor General, and that is due in a great measure to the lack of clearness in the wording of the section of the Act referred to.

4647. Has it not happened that the account refused to be audited by him and sent back to you has come back with a considerable reduction?—I do not deny that. I do not claim that the advice given to us or the investigations of the Auditor General have not sometimes been beneficial, but we are always in a state of uncertainty as to what he requires or does not require. Sometimes he questions the sufficiency of an Order in Council. Often we do not know what to do. All I want is a further definition of his powers than the one in the Audit Act. It has been suggested that we should make all the payments ourselves, but up to now we have preferred that the large payments should be subject to audit before payment, and that shows that we are in a general way satisfied with the action of the Auditor General, but I think his powers should be better defined.

4648. The only thing he could do in the post audit would be to criticise you?—Yes.

4649. And you would be more careful next year?—Yes, but we are not infallible.

4650. Do you not think it would be better generally to have a post audit?—I think as a general thing it is better.

4651. The Auditor General has never stood in the way of having a post audit?—On the contrary, he has suggested it. I am personally rather in favour of having it that way.

4652. Have you not a system in your department, when a payment to a tradesman is under \$100, of paying it by departmental cheque, and if it is over that amount sending it to the Auditor General for a Finance Department cheque?—Yes.

4653. A man might have an account of \$101 paid by the Auditor General this week, and next week an account of \$99 paid by you?—No, it is not so close as that. If a number of accounts come from the same party, and the first was for a large sum and the others for smaller amounts, we would send them all over to the Auditor General, even if one were only for \$4, so as to prevent any error in accounts.

4654. Was it not a fact that everything over \$100 was paid by the Auditor General, and everything under was paid by you?—Yes, in a general way, with the exception above given, that whenever a general payment was sub-divided into four or five payments they were all sent to the Auditor General.

4655. Take Mr. Howe, for instance, who is always doing work for your department. If his bill was \$150 you would apply for a certificate for work performed by him to that extent?—Yes.

4656. Do you not think that the post audit would be the best all round?—I think so. The whole reason for the other system is that the officers do not desire to have the whole responsibility placed on their shoulders.

4657. With a post audit, you would have to take more care?—I am willing to have the whole responsibility and have things regular.

4658. You referred to the resident engineer doing his duty. Have you an idea that the resident engineers do not do their duty?—No, but I was referring to the engineer giving his certificate for work performed.

4659. You have no *arrière pensée* in regard to that?—No.

4660. You also stated that there should be no interference in the settlement of contracts. What do you mean by that?—I mean interference from any parties outside. When we are settling with a contractor for work performed, or a merchant for supplies furnished, the department should be left alone in making its settlement and people should not be suffered to try to influence the officers to make a different settlement. The department has its responsibility, but if an officer is badgered and pressed to do a certain thing, human nature is the same everywhere, and his judgment may be turned a little by the representations that are made.

4661. Can you illustrate a little more clearly what you mean by that outside interference?—Suppose a contractor has a contract for \$10,000, and a claim for \$2,500 for extras. That is referred to the engineer, who after examination is disposed to report adversely, and, if he is not influenced, or talked to, will report adversely; but all those interested will start a regular war against that officer. I claim that the greatest possible protection should be given to the officers against such interference.

4662. What is your remedy?—Let such action be taken as will give the outside public to understand that nobody but the interested party or his solicitors or counsel shall have the right to communicate with the department in such cases. There is a minute of Treasury Board respecting the use of outside influence for officers who desire promotion. Let there be one in this case also.

4663. But the chief engineer ought to be strong enough to bear up against that?—Of course he should be, but as he has a great deal to do, his work should be facilitated for him, and he should be given, by the regulations and established practice, all the help which he needs.

4664. Who prepares your contracts?—You say that they are made under a form supplied by the Department of Justice?—Yes.

4665. That is filled up in your department?—Yes.

4666. After the recent investigations, is care taken that the specifications are fully set out?—They are in all cases prepared with the greatest care by the chief engineer or the chief architect.

4667. That is, to see that no demand shall hereafter be made for extras?—You cannot do that.

4668. But to minimize that?—Yes, but who builds a house without extras?

4669. In drawing contracts at present, is due regard paid to seeing that there is no departure from the contracts more than possible?—Yes; the specification is drawn as far as possible, so that there may be no chance until the contract is completed, but sometimes there are cases where it is unavoidable.

4670. Your cardinal rule is to accept the lowest tenders?—Yes; I believe, though, that the fact of our observing that rule gives rise to these extras. A man will tender low with the hope of getting extras.

4671. You do not lend yourselves to that?—No.

4672. If the contractors come to the conclusion that they can get no change made, they will not put in such low tenders?—I do not know; they always hope against hope.

4673. Do you ever give work to a contractor and pay him a percentage on his outlay?—We have not for a long time. I think in the extension of the Western Block, years ago, we paid the actual price paid by the contractors to the workmen, and then 20 per cent was allowed to the contractor. I believe that practice has been abandoned in our department.

4674. That amount of 20 per cent is a big thing?—From 15 to 20 per cent.

4675. Do you keep store books?—We keep no stores.

4676. When you have works, for instance, on the piers below Quebec, you have to buy timber, iron, and so on?—The engineer is authorized only to buy a certain quantity of timber, which is shown on the plan. As it would take a large amount to transfer these stores from point to point, we have adopted the plan of selling the balance remaining of them by auction when the work is completed. We buy tools, pick-axes and shovels, and so on, and to keep them or transfer them to another place would cost more than the articles themselves, so we sell them by auction when the work is finished.

4677. In addition to these odds and ends of stores, the Public Works Department is a large purchaser of stores, such as coal for the buildings?—Yes, we buy that by tender.

4678. In the different places?—Yes.

4679. Did you ever notice in places like Quebec or Kingston, where there are other Government institutions, that you were paying dearer than they are?—No.

4680. The Public Accounts show that the penitentiary at Kingston bought coal cheaper than you did?—It may be, but we called for tenders which is the cheapest way to obtain it.

4681. There is a difference between \$5.50 and \$6 per ton?—It may be stove coal or furnace coal, or other kinds of coal, and that will explain the difference.

4682. Besides these 130 buildings outside, and these buildings here, you are buying coal for everywhere, and other departments buy the same thing. The Militia and the Penitentiaries buy for their buildings, and the Railways buy for their consumption. Did you ever consider whether it would be well to have one director of stores to make purchases for the whole of the departments?—I do not know how far it would be practicable for one man to do that.

4683. But with his staff?—He would have to do it in the same way—by calling for tenders.

4684. How would it do to buy the coal at the pit's mouth and bring it and distribute it?—There would be objection taken to an officer of the Public Works Department making the purchases in that way; and I do not know in regard to coal that we would be paying much cheaper by buying at the pit's mouth. I know that two years ago we took a transfer of a contract at wholesale from a mine agent in Montreal. Last year we called for tenders, and I do not know that we perhaps gained from 2 to 3 cents a ton. We got our coal here last year for \$5.25 a ton, one dollar less than before, and we paid on the wholesale transaction \$5.17½ or \$5.20½ per ton.

4685. In several of your construction accounts there are commissions charged as payable to architects?—Yes.

4686. Outside of your own staff, do you have outside architects?—Yes, often.

4687. Do they prepare plans or carry out your plans?—They prepare plans in some cases, but the percentage is different. I am opposed to the system altogether. I think the percentage is from $2\frac{1}{2}$ to $3\frac{1}{2}$.

4688. Here is $7\frac{1}{2}$ per cent charged on the Montreal post office and 5 per cent on the Quebec custom house, and other buildings?—I think it would be a great deal better not to have local architects at all, except to look after the work of repairs. In large cities like Montreal, Toronto, &c., all new work should be superintended by officers from headquarters.

4689. The local architects are selected for patronage?—Yes, and the local architect is paid on a percentage.

4690. Who appoints the clerks of works?—The Minister, on the recommendation of the member of Parliament from the district.

4691. In some places you have more than one clerk of works?—Yes.

4692. Under the head of "Repairs" to the buildings here, page B-375 of the Auditor General's report of 1889-90, your repairs staff, comprised 270 names, some employed all the year round and some for a portion of the year. That has been very much reduced lately, has it not?—Yes, a very low figure was shown at the end of that year, but it has been increased, and it will be reduced very much again. It must be observed that a good many have only been employed for a few days.

4693. What do these men do when they are put off?—They stay here, and again apply from time to time to the department to get some more work.

4694. In addition to the ordinary labourers and carters, and so on, there were 38 on the heating staff?—They attend to the heating, the water service, &c.

4695. And there are six in the staff of the clerk of works?—They are the foremen and the time-keeper.

4696. In 1889-90 the amount expended on repairs and furniture in these Ottawa buildings was about \$150,000?—I have not the figures at hand at present.

4697. That does not include the coal, or the light, or the grounds, or Major's Hill?—No.

4698. Or Rideau Hall?—Yes, that is out of the same vote.

4699. Nor does it include Conroy's charwomen?—No, we have nothing to do with them.

4700. Then this \$150,000 was spent altogether on these four buildings?—It may be so, but I have not the figures in my mind at present.

4701. Do you not think that could be considerably reduced?—Of course it could be, and will be. It may be noticed that the general vote was reduced last year from \$175,000 to \$120,000. We are governed in this expenditure by the requirements of each department, as the whole of the work done is executed under requisitions from each department. If they reduce their demands we will certainly spend much less. As it is, we do not fill all the requisitions made; the appropriation would not be sufficient.

4702. But \$2 on labour does not represent to you the same as that amount paid outside?—I have no doubt it does; I do not see why it would not.

4703. All these amounts could be considerably reduced?—Yes, if the other departments will reduce their demands.

4704. Consonant with the requirements and the efficiency of the service, how much could it be reduced, so as to do the thing decently?—We could reduce it a good deal. I will be better in a position to say when our estimates are prepared.

4705. Are steps being taken to enquire into the expenditure of these Ottawa buildings with a view to a reduction?—Yes; and more, steps are being taken to reduce the expenses.

4706. Do you think that you could get from wholesale dealers what you wanted at wholesale prices, even if you only wanted one desk?—I do not think we could get that.

4707. What is the charge for keeping up the grounds according to the contract?—\$6,000.

4708. Rideau Hall cost \$18,000 that year?—Yes. That has been considerably reduced from former years.

4709. Do you ever send out labourers or carpenters there without a requisition from the Governor General's secretary?—No, we have a clerk of works down there, and we have not sent down labour there, except upon requisition, for two years and a-half.

4710. No work is performed without a requisition from the Governor General's secretary?—Except by the staff there.

4711. Are these buildings (Rideau Hall) heated by wood?—Some by wood and some by coal. There is a conglomeration of small buildings. There is an enormous number of stoves there.

4712. The heating of these Ottawa buildings (Auditor General's report, B—386) costs \$61,000?—Yes.

4713. You still buy about \$30,000 worth of wood every year?—We have a three years' contract, but it is now being considered whether the furnaces should not be fitted for coal.

4714. Do you have to take so much wood under contract?—No, only so much wood as we require.

4715. Of course, as the area is being lengthened out very much from which the wood has to be drawn, the prices have increased?—No, I think they have decreased. I think seven years ago the cost of wood was greater.

4716. How is the Langevin Block heated?—By coal, except one furnace, in which petroleum is used as an experiment.

4717. Who has the contract for supplying the coal?—C. C. Ray & Co.

4718. Not McCullough?—No.

4719. His price was retail price?—Ray's price was \$5.25, and I paid for my own coal \$6.25. Last year dealers here asked a high price for soft coal, and it led to a discussion as to how the coal should be bought, and it was decided to get it in the way I stated from the wholesale agent. This year we decided to call again for tenders, as an experiment, and we obtained our coal very cheaply, viz., \$5.25 per ton.

4720. This coal contract business was the happy hunting ground of Mr. Arnoldi, was it not?—I do not know that it was; it was obtained under tenders.

4721. Under the former contract you paid the retail price?—We paid the price, say 25 or 30 cents less, but the contract was always made after the public tenders had been called.

4722. In lighting these buildings you spent about \$25,000 last year?—Yes.

4723. The gas is supplied for \$2 a thousand?—Yes.

4724. That is the retail price?—Yes, it is the usual rate.

4725. You cannot help that?—There is only one company, and we could not help it unless we used the electric light.

4726. Is the department considering that question?—Our establishment for electric light is too small to supply all the buildings with it. It is difficult to regulate it in the buildings, because the light may be used in one or two offices and perhaps not in fifty. In the House of Commons I think we use electric light altogether now.

4727. You have to use coal to make your own electric light?—Yes.

4728. The companies at the Chaudière use water power?—Yes.

4729. They should be able to do it cheaper than you can?—It might be so, although I understand that with our own plant we can compete successfully with a private company, as we have no profit to realize for shareholders.

4730. You paid \$14,500 a year for the supply of water all over the buildings?—Yes.

4731. You have no elevators?—We have one in the Western Block and four in the Langevin Block.

4732. Is the water power used for them?—I think so.

4733. Have you any contract with the gas company?—No, we pay their regular price. There is only one company.

4734. Has any attempt ever been made to see whether they would not supply so large an amount at a less price?—I do not think there is any chance of that. There is a large claim that they have against us which we are unwilling to pay.

4735. That was before Confederation, was it not?—It was for some session that lasted longer than usual.

4736. The total cost of keeping these Ottawa buildings in order is about \$290,000 a year?—That is what the book shows. There can be no reduction in the vote for rent and repairs. I do not see that there could be any reduction made in lighting. Perhaps a little might be made in coal, but not much.

4737. It costs \$1,800 for removing snow? That is by contract. It covers a large area.

4738. You have about 130 outside buildings?—Yes.

4739. In every building you have a caretaker?—Yes, and an engineer as well in the larger buildings.

4740. Generally these Dominion buildings cost about \$170,000 in addition to the buildings here—could any reduction be made in that?—No; I think in the outside buildings we are leaving aside work that we should do. I think we should expend more on these outside buildings, and save a little here. On the whole, I do not think we can save much on public buildings.

4741. Under harbours and rivers, you have inspectors, assistant engineers, foremen and resident engineers?—Resident engineers and assistant engineers are the same. The foreman and the inspector are generally the same.

4742. The works are generally done under contract after tender?—Yes.

4743. The inspector is generally appointed politically?—By the Minister, on the recommendation of the member.

4744. When the pay is for day's labour, is there any security that these foremen do not make work?—The work is always designed and approved at headquarters before it is sent down to be executed, so the foremen work under the resident engineer, who has to satisfy himself that the work is progressing, so foremen cannot exceed the work shown on the plan.

4745. Who engages the foremen?—The resident engineer.

4746. That is not political?—It is the same as for the clerk of works.

4747. In the dredging some of the masters are paid different prices from the others?—Yes.

4748. How does that arise?—From the different size of the dredges and the larger machinery.

4749. Are the coal and the machinery, and so on, called for by tender?—No, except for the ship channel. For the other dredges, it is bought as the dredges require it.

4750. Was the "Nipissing" laid up here?—I think so, for repairs.

4751. You have a good many dredges?—We have a large fleet and it is not sufficient, especially as the water is so much lower now than it was some years ago. We have in some cases three feet less water in many of the harbours in Ontario, and we cannot perform the necessary work of deepening them, because we have not the plant.

4752. The Ottawa city roads and bridges cost over \$11,000 last year?—Yes.

4753. We are bound to the city to keep certain parts of the roads in repair?—Yes.

4754. You have even to pay for the lighting of some of the streets?—Yes, in front of our departmental buildings.

4755. In enquiries before the Railway Committee, if a bridge for a railway is necessary over a navigable river, your department has to report upon it?—Yes, as far the navigation is concerned.

4756. Does that occupy your department much?—No, I do not know of more than two or three cases which have been referred to us.

4757. And as far as the expenditure of 1891-92 is concerned, compared with 1890-91, it has decreased about 30 per cent up to the present time, has it not?—I think about 20 per cent.

4758. Have you any graduates of the military college in the employ of your department as engineers?—We had one, but we have not got him any more.

4759. In selecting your engineers, you have never gone to the college for them?—We have not selected any engineers lately. Our engineers are engineers who have been employed for some years; latest on the list dates from 1881 or 1882. The others have been there for a longer time, Mr. Hamel, for instance, nearly 25 years.

4760. As to the assistant and resident engineers?—There is one assistant engineer in Ontario, Mr. Warner. I do not know where he received his education, but he is qualified. In the Maritime Provinces we have two; they are generally young men who are assistants to the engineer, rather than assistant engineers. They are draughtsmen.

4761. The department has not gone out of the way to select its staff from the graduates of the military college?—No.

4762. Do you get your engineers from graduates of the universities?—We get some with degrees. One had a diploma from the Polytechnic in Montreal, and one I think from McGill.

THURSDAY, 21st January, 1892.

Mr. ANTOJNE GOBEIL was re-called, and his examination continued.

4763. The Commission understand you that you consider that all officers, whether permanent or non-permanent, should have their time fully occupied in the discharge of their duties?—Yes.

4764. Is it to your knowledge that any of them are engaged in trade?—No.

4765. Read that note which is now produced?—We have no man of that name in the department. About a year and a half ago a complaint was made to the department that some of our architects were doing architectural work outside, and the architects in town were complaining. An order was issued by the Minister which was communicated to all the architects, stating that they were to do nothing which would bring them into competition with outsiders, and that has been carried out I believe to the letter for the past 18 months.

4766. At present all the securities deposited by contractors are turned into cash on which interest is paid by the Government?—Yes.

4767. Previous to that the securities were deposited in the bank by the contractors who drew the interest?—Yes.

4768. Have some of those cheques remained undisposed of for ten years or thereabouts?—Yes; I believe we have one security which was forfeited by a man named Sylvain in connection with telegraph lines, which has remained since 1880. That was one of the first contracts after the sub-division of the departments.

4769. How long has your present Minister been in the department?—Five or six days.

4770. You are going to report to him on those old securities, with a view to their forfeiture?—Yes.

Mr. WILLIAM SMITH, Deputy Minister of Marine, was examined.

4771. You are the Deputy Minister of Marine?—Yes.

4772. How long have you been in the public service?—Fifty-one years and a-half, continuously.

4773. How long have you been Deputy Minister of Marine and Fisheries?—At first I was secretary of the Department of Marine and Fisheries; in 1867 there was no deputy. Then after a short time, a year or so, I was appointed Deputy Minister of Marine and Fisheries. In 1884, when the department was divided, I was appointed Deputy Minister of Marine, and that has been my position ever since.

4774. You were a Civil Service Commissioner in 1868?—I was.

4775. Therefore you have a practical acquaintance with the Civil Service beyond your own department?—Yes. I visited all the departments and all the principal ports in the Dominion.

4776. Give the number and cost of permanent staff at Ottawa of the department of which you are a deputy, in 1882 and 1891, respectively; also number and cost of extra clerks or other officials in all its branches, whether paid out of Civil Government funds or otherwise in 1882, and also in 1891?—The number and cost of the permanent staff at Ottawa of the Department of Marine and Fisheries in 1881-82, and the Department of Marine in 1890-91, are as follows:—

DEPARTMENT OF MARINE AND FISHERIES, 1881-82.

No. of Clerks.	Total Cost for Fiscal Year.
Staff, 27	\$26,589 46
Extras, 7	5,106 00
<u>Total, 34</u>	<u>\$31,695 46</u>

DEPARTMENT OF MARINE, 1890-1.

No. of Clerks.	Total Cost for Fiscal Year.
Staff, 20	\$24,964 99
Extras, 5	3,727 00
<u>Total, 25</u>	<u>\$28,691 99</u>

4777. How should the Board of Civil Service Examiners be constituted, and what should be their powers?—I think there should be a Board of Civil Service Commissioners similar to the board in England, with similar powers, and that they should employ examiners to examine candidates, and should furnish persons to the different departments as required, who have passed their examinations.

4778. Should all appointments be the result of competitive examination? What, if any, appointment should be made without examination? Should there be an age limit in the cases of all appointments; and state what, in your opinion, the maximum and minimum ages should be?—I think the appointments, when first coming into the service, should be the result of competitive examinations. Some appointments might be made without examination, such as professional men; but I think that in the case of engineers and clerks it should be the best man after the examination that should be selected. I think there should be a limit of age in the case of all appointments. I think the minimum should be eighteen years and the maximum thirty-five years; but if boy copyists should be taken on at a less salary than \$400, I think they each might be brought down to sixteen or seventeen years.

4779. Should deputies be appointed during pleasure or during good behaviour? Should their responsibilities and powers be extended, and, if so, in what direction?—I think deputies and all the Civil Service should be appointed during pleasure, as it might be inconvenient to the Government to have other kinds of appointments. I think the powers of deputy heads in controlling the business and discipline of the office are now ample, as a deputy must of necessity carry out the views of his chief, as far as he knows them. He could not carry out his own views if he differed with his chief.

4780. Should there be any third class clerks at all? If so, what should be the limitation as to salary? Is the present maximum (\$1,000) too high? Should there be an intermediate class, ranking lower than second and higher than third?—I think there should be third class clerks, and that \$1,000 is not too high. I think there should be no intermediate class ranking lower than second and higher than third class.

4781. In adding for optional subjects, should there not be some understanding that the optional subjects were necessary in the duties of the office to which the appointment is made?—I think there should be optional subjects, and that they should be such subjects as are necessary for the duties of the office. I think that for ordinary clerks type-writing and shorthand writing should be essential qualifications. I lay great emphasis on this, and also on the necessity of good handwriting.

4782. Are the recommendations for increases of salary always made with due consideration, or are they in a very large measure perfunctory?—The recommendations for increases of salary in the Marine Department have always been made with due consideration and have not been made perfunctorily.

4783. Is it desirable to have an annual fixed date at which all increases of salary should take effect?—Yes; I think it is very desirable that all annual increases of salary should take effect at an annual fixed date. We have experienced a great deal of inconvenience from having increases commence at broken periods.

4784. Should there be general preliminary examinations for all departments, or should there be special preliminary examinations for each department?—I think a general preliminary examination for all departments is sufficient; but in some departments special preliminary examinations might be provided for at the request of the deputy minister of the department; *e. g.*, in my department I would ask that they be examined in type-writing and shorthand writing, and to have good handwriting.

4785. How and by whom is the selection made from the list of qualified candidates in your department? Did you ever report against an official during the term of probation, and was another trial allowed, as provided in section 36, sub-section 2?—Any appointments, permanent or temporary, which have been made in this department have been made on the recommendation of the Minister of Marine. I have never reported against an official during the term of his probation, and no other trial was therefore had. If a man attended to his duties as well as he could, and came at the proper hours, and did his best, though he might be a bad writer, and could not type write or shorthand, I would not report against him.

4786. What would you do with him?—I would try to make a good writer of him by teaching him. If a young man came to my office, of whom I did not know anything, who was put there not on my advice, but by the Minister, I would not report against him if he did his best, but I would try to make a good official out of him.

4787. Was there ever a case in which a man appointed in this way was not fit for the duties he had to perform?—I do not recollect a case of a man that I could not turn to some account.

4788. What is the practice in your department in regard to the appointments of persons having technical or professional qualifications, and have you ever had an examination held in any such case?—The chief engineer did not undergo any examination, and no appointments as engineers have been made of persons having professional or technical qualifications; but such persons have been employed temporarily and paid by the day—such as architects, draughtsmen and graduates of the Royal Military College; but they have never held any permanent appointments.

4789. Is it desirable to have promotion examinations, or, if not, what would you recommend to be substituted? Have promotions in your department been made only when vacancies were to be filled, or has it happened that an officer has, while continuing in effect to perform the same duties, been promoted to a higher class?—I think that in this department it would be advisable to have promotion examinations on certain subjects. In our department, for instance, many cases connected with titles of shipping have some legal question attached to them, so that it is necessary that our officers should understand the laws under which we work in order to administer them. For this reason it is advisable to subject them to some sort of examination, so as to ascertain whether they know what they have been working at for some years. In some cases where Parliament voted money for a higher class some one from a lower class has been promoted to fill that vacancy, while continuing in effect to perform the same duties as formerly. If I had a man trained to a particular duty, and no other man understood his work as well, I would keep him at it, even though his salary was increased.

4790. Is it desirable to make to the Civil Service Board a yearly estimate of the vacancies likely to occur during the year?—I think it is not desirable to make an annual estimate of the vacancies before they occur, as it is impossible for a Deputy Minister to know when a vacancy is to occur by death or otherwise.

4791. If promotion examinations are deemed desirable, should the officers earning the higher number of marks be the successful candidates, or should the promotions be made on the report of the head of the department, based on the recommendation of the deputy head?—I think, in the case of promotion examinations, that the officers earning the higher number of marks should be favourably considered by the head of the department and by the deputy head. I would not make it absolute, because sometimes at examinations there are catch questions which might puzzle a steady, reliable man with good knowledge of the subject; and if two men were about equal in marks, I would take into consideration their general standing and knowledge, and usefulness in the department.

4792. Should not promotions be made by Order in Council? Did the head of the department ever reject any man who has been promoted? Has any officer in your department after having been promoted turned out to be incapable, and was the attention of the head of the department called to the case, and was such promotion cancelled?—I am of opinion that all promotions should be made by Order in Council. No person has ever been rejected in this department who has been promoted by the Minister of the department, and promotions have only been made by the Minister on the report of the deputy. The Minister and the deputy have usually acted together. He consults me in regard to such matters, and I report upon them. I could not promote a man without the assent of the Minister. We have a Minister who knows the department thoroughly, and if he puts a man in, I will give the man a trial and report to the Minister whether he is capable or not. I do not promote; the Minister promotes a man, usually on my report, and I accept the action of the Minister in the matter. No officer in the Marine Department who has been promoted has ever turned out to be incapable.

4793. Have you at any time, by your certificate in the promotion examination, enabled a candidate to pass whom you deemed unfit?—No.

4794. Did you ever in respect of the efficiency marks give a less percentage than 30 per cent in the case of any candidate in your department seeking promotion?—Not that I am aware of.

4795. Should not exchanges of positions be made on the report of the deputy heads of the departments concerned?—Yes; I think exchanges of positions should only be made on the report of the deputy heads of the departments concerned.

4796. Are exchanges ever made for the convenience of officers and not for the benefit of the departments concerned?—I presume such exchanges have been made, but not in this department.

4797. Should the temporary clerk or writer class be extended, or limited, or abolished?—I think the temporary clerk or writer class should be extended, so as to avoid making any more permanent appointments for some years to come, as they are quite suitable for ordinary copying and clerical work, and at less cost than work done by permanent clerks. When Mr. Mackenzie was Prime Minister I went with him to London on public business, and on one occasion I visited the office of the Registrar General of Shipping and the Inspector General's office of the Customs Department, where from one to two hundred clerks were employed. I found no visiting of each other's offices or smoking, but about one hundred clerks were working together in a large room, with a chief presiding over them, all very busy working during regular office hours. I asked the chief officer of the Inspector General's office whether these men held regular appointments, and he informed me that they did not, but the most of them were employed temporarily as writers or extra clerks, that they received 25 shillings a week at first and 30 shillings a week afterwards, that if they were found unsuitable they were given a week's notice and paid off. There is no advantage in increasing the salaries of men \$50 a year for this class of routine work. They should be put together, if possible, in a large room, under the supervision of a superior officer

and not separated in small rooms. I recommended this system for our Civil Service to Mr. Mackenzie as being more economical than our present system, and he seemed very favourably impressed with it. I think our present system, is becoming too expensive. If a man is only respectable and regular in attendance, in time he may probably rise up to \$1,800 or \$2,400, a year, and if he has friends at his back he may probably get up even higher. Very few come in at \$400. They usually get on as extra clerks at \$1.50 a day, and after a time they are put on the permanent list, not at \$400, but at the salary they are receiving. If the Civil Service Act was strictly carried out there would be less expense; but I think it is not strictly carried out in many cases. I believe that a great deal of routine work, such as copying letters and documents, could be done by extra clerks; I think that work done by extra clerks at so much a week, according to the English system, is done better and cheaper than by a large permanent staff. I think an extra clerk, as a rule, works better as such than he does when he becomes permanently appointed by Order in Council.

4798. In England, is there any difficulty in dispensing with those people who are temporarily employed?—No; when a department wants any extra clerks it simply sends to the Civil Service Commissioners and gets them, and next week, if they do not suit, they are sent away.

4799. What is the case here?—When a man once gets into the service, if he keeps himself respectable, he usually remains in it for life; that is my experience.

4800. Have you given any thought as to the desirability of having a junior division or boy copyist class?—Yes; I have given considerable thought to this question, and I think it would be desirable to have a junior division or boy copyist class, commencing at \$250. Such is the salary allowed, I believe, to beginners by the Bank of Montreal.

4801. Do you recommend the creation of such a class?—Yes; I think it would work well, and let them enter at \$250. There will be lots of applicants, more than will be required, but they should all pass a preliminary examination.

4802. State generally your views as to the expediency of having a high grade permanent staff and lower grade writer and boy copyist classes?—My opinion on this question is that there should be a high grade permanent staff, and a lower grade writer and boy copyist class, who would do all kinds of ordinary copying work at small salaries; but it would involve some change in the present classification of clerks.

4803. Under the present system, in what manner do you ascertain the necessity of employment of extra clerks?—We have usually employed very few extra clerks; but we have three draughtsmen in the engineer's office who are extra hands. We employ extra clerks to act in vacancies, or to bring up arrears of work. We have a woman extra clerk, who has been in the office thirteen years, and we have three extra men clerks—two of them filling vacancies.

4804. Do you invariably select from the list of passed candidates; if not, are enquiries made as to the fitness of persons who are on such list?—Not in all cases. When persons have been employed temporarily who are not selected from the list of passed candidates enquiries were not made as to the fitness of persons who were on such lists.

4805. Have you any women clerks employed in your department? Are they generally efficient, and are there any branches in your department in which women clerks could be exclusively employed?—We have only one woman clerk employed in the Marine Department. She has been employed since 1878, and is a most useful, efficient and hard-working clerk, and is a French translator. She receives \$2.25 a day, and is well worth it. There is no branch in this department in which women clerks could be exclusively employed. One of the secretaries of the Minister is a woman, and is most efficient.

4806. Should there be a general provision for equal leave of absence for all classes, or should not length of service, nature of appointment and responsibility of office be factors in considering the extent of leave to be given?—I think the present law giving three weeks' leave of absence, or eighteen working days, suits very well for all classes, although in England, I understand, the higher class officials get longer leave.

4807. Should not leave of absence be compulsory?—There is no reason in this department why it should be compulsory; but as a matter of fact, most of the clerks have their leave from time to time, as it suits them. In the case of any one having charge of money, I should say that leave of absence might be compulsory, so that some one else would have charge of his work for a time. In such a case, I think a man should be given his leave unexpectedly, so that his books and cash could be examined in his absence. But in our department we handle very little money. My shorthand man attends to the books, and the remittances, post office orders, &c., are kept in a locked drawer in my room, and as soon as we can get the account audited the clerk who has charge of the accounts comes and signs a receipt for the money, and it is immediately deposited to the credit of the Receiver General.

4808. Should there be a limit, and, if so, what, in the case of leave of absence on account of sickness?—I think leave of absence on account of sickness should not exceed six months on full pay. After that time it should be on reduced pay; or, if the sickness is likely to be of a permanent character, the employee should be superannuated.

4809. Has the business of your department suffered, and if so, to what extent, through the granting of leave of absence to officers on account of sickness or otherwise?—The business of the Marine Department has never suffered on this account. Extended leave of absence has been granted to very few in the department.

4810. In your department have any abuses prevailed as to the granting of leave of absence?—There are no abuses in this department on account of granting of leave of absence.

4811. Should there be a system of fines for small offences?—Yes, I think there should be a system of fines for small offences. We have adopted that system to a small extent, and in a very few cases have fined clerks so many days' pay when they absented themselves without sufficient reason. A fine is much more effective than a reprimand; it speaks louder than words, and it conveys a censure.

4812. Is it advisable to reinstate an official who has resigned his appointment without the recommendation of the deputy head?—No, I think it would not be advisable to reinstate an official in the same department who has resigned his appointment without the recommendation of the deputy head.

4813. Should any test of competency to perform the required duties be shown, and is it necessary to appoint at the same salary?—I think no test of competency should be required for such a person, as I do not think he should be reinstated in the same department.

4814. Do you strictly observe the law regarding the attendance book? Do all your officers sign the book? How do you deal with those who are late in attendance?—The law is strictly observed as regards the attendance book. All the officers sign the attendance book, but the private secretary. All those who are late in attendance are reported to the Minister of Marine by the Deputy Minister, and he has notified such persons that he will not recommend them for statutory increase if they continue to come late.

4815. Have you any suggestions to offer as to the Civil Service Act in general, or as to your own department in particular, in connection therewith?—I have no suggestions to offer as to the Civil Service Act. I think extra pay should not be given to permanent or extra clerks for extra work, except by Order in Council. The prospect of extra pay might become an inducement to allow the work to fall behind, so that there will be some to be done after hours. I am opposed to any one taking home work to be done there for extra pay, and I think the distinction between permanent clerks and extra clerks, in regard to receiving extra pay, is unreasonable. It offers inducements to permanent clerks to invent schemes and plans to circumvent the law and get the extra pay. The extra clerk should have no advantage or preference over the permanent clerk. I think the hours are too short. If the work is such that it cannot be done before 6 o'clock, then an extra clerk should be called in to help, as the law directs.

4816. Have any difficulties arisen in the conduct of your department arising out of the provisions of the Civil Service Act?—I am not aware of any such difficulties.

4817. Have many changes in the character and extent of the service required in your department occurred since the passage of the Civil Service Act, and have, as a

consequence, the duties in your department or any branch, or of any officer of your department, been varied?—I think no change in the character and extent of the services required in the Marine Department have occurred since the passage of the Civil Service Act, and the duties have not been varied.

4818. Have any persons found their way into the service of your department who, either from defects existing at the time of their appointment, or from advanced age, or from bad habits, are ineligible for retention in the service?—None of the present staff have found their way into the service of the Marine Department who, either from defects existing at the time of their appointment, or from advanced age, or from bad habits, are ineligible for retention in the service—except one of the clerks, who is a first rate clerk. He has been several times suspended for being absent without leave, but he is a very useful man in the office.

4819. Are the number of persons employed in your department out of proportion to the amount of work?—No.

4820. Has the work of your department increased beyond the capacity of the permanent staff, and, if so, has it led to the employment for lengthened periods of temporary clerks, and has the rate of remuneration of these extra clerks been increased from time to time?—Yes; the work increased beyond the capacity of the permanent staff, and it led to the employment for a lengthened period of Madame Lamouche as a temporary clerk. She came to the department in 1878 at \$1 a day, and has had her salary increased from time to time, and now receives \$2.25 per day. We have a temporary clerk, Mr. Horan, who has passed the Civil Service examinations, and he has only been with us a few weeks. We have also Mr. Burpee acting as a temporary clerk with the chief engineer. He went up for his examination before the Civil Service Board at its last meeting, and I understand he passed with two optionals. We have also Mr. Davis, who has been with us as an extra clerk only a few days, and who has not passed the examination. We have also three draughtsmen in the engineer's office. Each of these three draughtsmen have received an increase of pay since they first entered.

4821. Have you any suggestions to make, more particularly in connection with any rules laid down under existing statutes, that have been found inconvenient or impracticable and that would lead to irregularities?—I have no suggestions to make in connection with any rules laid down under existing statutes that have been found inconvenient or impracticable and that would lead to irregularities.

4822. Have you any suggestions to make in connection with the imposition of checks upon the admission of ineligible candidates, or in regard to the giving of proper facilities for relieving the service of useless members?—I think that if we had a competitive examination and a Board of Civil Service Commissioners similar to the English plan that there would be no necessity for any more checks on the admission of ineligible candidates, and I think the Minister of the department has ample power at present for relieving the service of useless members. I think that if the Minister of a department had power to give a gratuity to a useless member of the service who had served less than fifteen years, instead of a pension, it would be advantageous.

4823. Is it desirable for officials to sign the attendance book when leaving the department for any purpose?—This is the English rule, I understand, and has been adopted by some of the departments at Ottawa, and I think it is desirable that officials should sign the book when they leave.

4824. In your opinion, are the office hours, 9.30 a.m. to 4 p.m., sufficiently long, or could they be extended in your department with advantage?—I think the hours should be placed more on a commercial basis, and that they should be extended from 9.30 a.m. to 5.30 p.m., with an interregnum of an hour for luncheon. I think the clerks should give seven hours' work, instead of six and a-half, as at present. The afternoon is the busiest part of the day with me, and I find the busiest time is between 4 o'clock and 6 o'clock. To empty all the offices at 4 o'clock, and leave a large number of letters ready to be copied and sent away till the next day, is a very unsatisfactory plan. As a matter of fact, the clerks now take time for their luncheon in the middle of the day, and my opinion is that the present practice should be made legal, and the hours lengthened accordingly.

4825. Have any abuses prevailed in your department as to the length of the working hours?—No abuses have prevailed in this department. Persons who go out for an hour to their luncheon work till 5 o'clock, instead of 4 o'clock. I think the attendance book should be closed at 9.30 instead of 10 o'clock.

4826. Is it desirable that the officials should leave the department for luncheon?—I think it is not desirable that they should leave the department for luncheon, with the present hours; but if they work till 5 or 5.30, then they should go out for luncheon.

4827. Do all your officers leave for luncheon at the same time? If that is the practice, is an arrangement made whereby the business of the department does not suffer through their absence? What length of time is given for luncheon?—All the officers do not leave for their luncheon at the same time. There are very few of them who go out of the building for their luncheon, and there are always enough kept in the office to prevent the business from being inconvenienced. Those who go out for their luncheon usually take an hour.

4828. Do you take care to ascertain that the length of service recorded in the Civil Service List is correct in the case of officials attached to your department, and that in the case of those officials who come under the provisions of the Superannuation Act such service is only entered as would be counted for superannuation?—When this department was formed we had very scant materials for recording in our register of the staff, but I think we have got it as nearly correct as possible now; and with reference to those who come under the provisions of the Superannuation Act I believe such service is only entered as would be counted for superannuation.

4829. In your department are your officials generally aware of the Treasury Board Minute of the 28th of January, 1879, respecting the use of political influence; is its spirit generally observed; and in case of infraction has the attention of the head of the department been called thereto?—I think the officials of the Marine Department are aware of the Treasury Board Minute referred to, forbidding the use of political influence, and, so far as I know, I do not believe that such has been made use of; but if any such case has occurred the head of the department would likely be aware of it, and I might not be aware of it.

4830. Is it desirable that a fixed daily allowance should be given for travelling expenses, or would it in your opinion be preferable to reimburse only the actual outlay incurred?—In my opinion it is not desirable that a fixed daily allowance should be given for travelling expenses, as what would be suitable for one grade of persons would not be suitable for another. For example, while \$3.50 a day might be a fair allowance for a deputy head, or superior officer, it would not be a fair allowance for a junior clerk. In my opinion the actual outlay only should be reimbursed, not exceeding \$3.50 per diem; and throughout the Marine Department that rule prevails, except as regards the deputy head, chief engineer, the chairman of the Board of Steamboat Inspection, and the chairman of the Board of Examiners for Masters and Mates, who all receive \$3.50 a day; but I think it is not right, where the officer leaves at 11 o'clock at night in the train, to pay him \$3.50 for that day, and where he arrives at six o'clock in the morning to pay him \$3.50 for that day; but under the Order in Council as it at present stands he is entitled to count these as full days. I think this should be altered.

4831. In your opinion, is a Superannuation Act necessary in the interest of the public service? If you consider it necessary, do you deem it advisable to restrict the operations to certain classes of officials having distinctive duties or otherwise? What change, if any, would you propose as regards the officials of your department?—In my opinion the Superannuation Act is very necessary in the interest of the public service, in order to provide for any persons who become worn out or inefficient by age. I think the application of the Superannuation Act to the service as constituted answers all the purposes. I do not think that persons like light-keepers, who come in up to 50 years of age, should receive superannuation allowance. I think the Act applies fairly and justly to all officers of the Marine Department; but I think that in framing any Superannuation Act for the future all persons coming into the service in future should contribute to it until they are superannuated.

4832. Do you consider the ten years' term sufficient, or would you increase the number of years to be served before the annuity is granted?—I consider the ten years' term quite insufficient, and would recommend that the number of years to be served before a pension be granted be fifteen years.

4833. Do you consider, as a rule, the age of 60 years to be a proper age for retirement?—I consider that, as a rule, a person should not be eligible for superannuation until he has reached the age of 65 years.

4834. Would you deem it advisable to have all officials retired at a certain age, and what would be your view as to that age?—I think this is a question that should be left entirely to the head of the department to decide, as he might find a man in his department at 68 years of age who could do the work as well as a man of 60, and if he were a deputy head, supposing his salary to be \$3,200, he would be receiving only \$960 annually as the difference between his salary and the superannuation he was entitled to, assuming that he had served 35 years.

4835. Would you grant the option of retirement to any official who wishes to retire from the service? At what age should this option be fixed?—I think the option of retirement to any official who wishes to retire from the service, if he is active and in good health, should be granted only on his attaining the age of 70 years.

4836. Should any term in your opinion be added to the actual term of service of any official to be superannuated, however he may have been appointed? If a term be added, do you consider it advisable to regulate such addition by confining it to certain offices designated and by requiring a certain length of service before such addition can be made?—I am very much opposed to adding any term to the actual term of service of any official to be superannuated. I see no real necessity for it, as the person accepting the office would know before hand, if it were so provided by law, that he will not be entitled to any addition to his length of service. Under any circumstances, no addition should be made to any one unless it is so provided in the Order in Council appointing him.

4837. In your department has the additional term or portion of additional term been granted solely to officials appointed to high offices for technical qualifications, to officials whose office has either been abolished or who have been retired for reasons of economy; or has the additional term been granted in any case to officials who entered the service after the age of 30 years, and who never did anything but clerical work?—In the Marine Department no cases have occurred of adding the additional term to any one's service for technical qualifications, except in one case—that of Capt. Scott, of the Royal Navy. He was appointed on the 7th of March, 1871, at a salary of \$1,800, which was increased in 1882 to \$2,000. He was superannuated on the 1st October, 1888, with ten years added to his length of service, the superannuation allowance being \$1,079.97 per annum. Capt. Scott was our chairman of Examiners of Masters and Mates, and was appointed on account of the technical qualifications he possessed, and as it was important at the time he was appointed to have an officer of the Royal Navy to fill the office as chairman of the board, in order to give confidence to the British Government as to the ability of the board of examiners in this country. His work was altogether of a high class character.

4838. Do you consider it proper that abatement for superannuation purposes be deducted from salaries? If so, do you consider the present percentage sufficient, or do you consider that it would be desirable in the interest of the public service to increase the percentage, in order to provide (a) that if no superannuation takes place, through that or any other cause, the official or his representatives should be reimbursed for the abatements deducted from his salary; or (b) that the officials who are superannuated might have the alternative of accepting a commutation in lieu of superannuation to the extent of the abatements paid by them?—I consider it perfectly proper and right that abatements for superannuation purposes should be deducted from the salaries of the Civil Service at Ottawa. I consider the present percentage altogether insufficient for the purpose, and I think it should be increased so as to make less difference between the amount paid in and the amount paid out. I think that if any person dies or leaves the

service honourably, he or his representatives should get all that he paid in, with interest added, on their leaving the service or dying. Of course, it is well known why there is such a great difference between the receipts and payments of this fund. Many persons, such as Mr. Langton and Mr. Meredith, and many others, get large pensions, and have had them for many years, who have paid but little into the fund; and until the fund is relieved of these heavy charges there will always be a feeling against it in the public mind. I think it is very important to build up the fund, to prevent the feeling of dissatisfaction with it which exists in the minds of many outside people.

4839. Would it be desirable to have a system of insurance in connection with superannuation?—I think it would be a very good thing, if it can be managed by the Government, as their expenses in managing it would probably be only one-half of the expenses in managing a large insurance company.

4840. In cases of resignation or dismissal, in your opinion should the abatement deducted from salaries for superannuation purposes be refunded?—I think in the case of resignation the amount should be refunded, but not in the case of dismissal for bad conduct.

4841. In your department has it ever been recommended that a diminution of the allowance should be made on account of the services of an official having been considered unsatisfactory?—I am not aware of any case where a diminution of the allowance was made on account of the service of an official having been considered unsatisfactory. I have heard that Mr. Whitcher complained that he was not allowed for the full number of years to which he was entitled. He had been suspended before he got his superannuation allowance.

4842. Do you deem it advisable to allow any extra term of service to any officers removed to promote efficiency or economy, or for any reason at all?—No; I do not deem it advisable to allow any extra term of service to any officer removed to promote efficiency or economy, or for any reason at all. The fund has been overweighted, and no person should receive a pension except for the years during which he paid tax.

4843. When once a superannuation is effected do you consider it desirable to retain the power to call back to the service the person superannuated, and at what age would you place the limit?—If a superannuation has been effected on account of ill-health, and the person receiving it is under sixty years of age, and recovers his health, I think he should be brought back to work in the department to which he belonged, or into the service, if his services are required or if there is a vacancy—at his former salary. I think there have been some cases in which they should have been brought back for service.

4844. Are there any suggestions you would wish to offer with respect to the Superannuation Act or the working thereof?—No; I have already expressed my views on it, and am of opinion that when a person dies in office all the contributions he has paid to the superannuation fund should be paid to his family at his death.

4845. Is your department divided into branches? Give particulars, including the name of the persons in charge of each branch, the number of officials in the same, grading them and describing generally how the duties are allotted to each branch? What is the method employed in your department for the collection and deposit of public money?—In the Marine Department there is a branch for engineering for the construction and maintenance of lighthouses, and steam and fog-alarms, under the superintendence of the chief engineer, Mr. W.P. Anderson. He is assisted by a shorthand writer, and architectural draughtsman and two ordinary draughtsmen. There is also a branch for hydrographical surveying under the superintendence of a naval officer from London, England, who has been surveying the Georgian Bay for the last eight years, namely, Staff Commander Boulton, R.N. There is also a branch connected with shipping, and for the registration thereof, including the inspection of the hulls of steamers and their boilers and machinery; also for the inspection of the hulls of sailing vessels; also the examination of masters and mates and marine engineers. There is also a board for the examination both of masters and mates, and another board for the examination of engineers holding investigations into wrecks, and the collecting of statistics relating to wrecks and casualties is also managed by this branch; the inspection of

steamers carrying live stock, and all matters connected with carrying out the regulations under the Act regulating this business are also managed in this branch. Mr. William L. Magee is in charge of this branch of the department, and he is assisted by Mr. Stumbles, Mr. Meneilley (the chairman of the Board of Steamboat Inspection), and by an extra clerk. There is also an accountant's branch, in which the account books are kept, and all accounts of moneys claimed and paid are adjusted in this branch, and paid therefrom, as no agent has now the power to pay accounts, and all accounts have to be sent to this department to be examined, adjusted and paid in the accountant's branch. This branch also prepares the estimates and the statements for the annual report, and keeps account of all moneys collected from Government wharves, and fees collected for the examination of masters and mates, and also of steamboat engineers; and also the collection of any casual revenue. Mr. F. Gourdeau, the accountant, is in charge of this branch. The correspondence branch is also a very important branch, in which is kept a register of letters received and sent, and in which all letters are answered and kept on file. This branch is in charge of the chief clerk, Mr. John Hardie, who is at present absent on full pay, on six months' leave, on account of ill-health. There is also a meteorological branch, but Mr. Carpmael, the director of the service, resides in Toronto where there is both a magnetic and a meteorological observatory. We have also two nautical advisers. One, Lieut. Gordon, R.N., is in charge of the Fisheries Protection Service during the summer months, and he acts as nautical adviser to the department during the winter months. We have also Capt. McElhinney, who ranks as a first class clerk, and who attends to general nautical work in the department. The Signal Service is also managed by this department, but the inspector, Mr. McHugh, resides at Quebec. We have also two messengers in the Marine Department.

4846. Give a general idea of the method employed in controlling the expenditure of your department?—All accounts are sent through the agent to the head office at Ottawa for examination and for payment, if found correct. The agent who purchases the goods, or who has the work done, certifies the bill in duplicate and includes it in his statement of bills to be paid. Here it is closely examined, and after being initialled by the accountant and the deputy the cheques are prepared by the accountant and his clerks, and signed both by the accountant and the Deputy Minister, and then returned to the agent for distribution.

4847. What system of purchase is adopted in your department?—Supplies for lighthouses, &c., of the Dominion, such as paint, oils, turpentine, olive oil, valvoline oil, tallow, nails, washing soda, cotton waste, soap, brooms, burners, wick, coal, tinware, plate glass, galvanized iron buckets, and wooden buckets, are purchased by tender. Tenders are invited every three years for a supply of petroleum for the use of catoptric lights. A high test and light oil required for dioptric lights is purchased in New York at prices on same basis as are supplied to the United States Government, as Canadian oil was not found to be quite suitable for dioptric lights. Coal is also purchased by tender for the maritime ports, and occasionally cargoes are purchased at Quebec at market rates when advantageous offers are made, but no purchase is made without authority from Ottawa. Lime, oars, rowlocks, dry goods, marine clocks, lumber, drugs, room paper, common glass, hardware, rope, blocks, are purchased by the agents of the department, and for lighthouses above Montreal by the superintendent of lights, from reputable merchants, and at the lowest market rates. In Charlottetown, P. E. I., provisions for steamer "Stanley" are purchased by tender, and in Georgetown, P. E. I., and Pictou, N. S., fresh provisions are purchased from reliable merchants without tender, and at the lowest market rates. All lanterns are made for the department under contract. Illuminating apparatus for catoptric lights is similarly obtained; but illuminating apparatus for dioptric lights, which is only made in Europe, is purchased from Messrs. Chance Bros. & Co., Birmingham, Eng., at their printed tariff prices. Public tenders are invited for the supply, placing and lifting of ordinary buoys in the different harbours and rivers. In cases where the lowest tenders are considered too high, authority is given the harbour masters to supply, place and lift the buoys, they furnishing proper vouchers and accounts duly certified; all iron buoys, including automatic whistling and bell-buoys, are con-

structed under contract after public tender. Gas buoys have heretofore been purchased from the patentees in London, but the prices have been found so high that plans are now being prepared, and additional buoys required will be made by contract in this country. All buildings required by the department, such as lighthouses (wooden and iron), fog-alarms, &c., are built by contract after public tender, and in all cases of tender the lowest tender is invariably accepted, unless, in some very few cases, the lowest tenderer has been ascertained to be incapable of carrying out the contract. All steam fog-alarm machines are constructed by public tender; repairs to such buildings, where extensive, and where the nature of the work admits, are similarly made under contract. In cases where the nature of the work does not admit of close specification or where it is considered preferable to have it done under the direct supervision of the department, the contract system is not adopted, but skilled foremen are put in charge, who buy materials in the open market and employ as far as possible local labour. When the tenders for lighthouse and fog-alarm buildings cannot be obtained at reasonable prices within the engineer's estimate, the department have in a few cases constructed the buildings by its own officers. No expenditure incurred under contract or otherwise is paid until the work has been certified by a local inspector, and the accounts audited and certified by the chief engineer of the department. All other expenditure is audited and certified by the several provincial agents and the superintendent of lights above Montreal for his district, and checked in the department before payment is made. Supplies are delivered to lighthouses above Montreal by a merchant steam vessel under contract. A large sum of money has been saved by the present mode of paying accounts. Formerly a credit was given the different agents of the department, and all accounts were audited and paid by them, they furnishing a monthly statement of expenditure to the department. From the 1st of July, 1887, no further credit was issued in favour of the agents, and all accounts from that date were forwarded to the department with a certificate as to their correctness, and that the articles had been supplied at contract or lowest market prices, and cheques were issued here by the department after the accounts had been properly audited and found correct.

STATEMENT showing Number of Lighthouses, Fog-Whistles and Fog-Horns, and the Cost of Maintenance, from 1884 to 1891.

Year.	Number of Lighthouses.	Number of Fog-Whistles.	Number of Fog-Horns.	Cost of Maintenance.
				\$ cts.
1883-84	597	23	10	456,868 33
1884-85	617	23	12	478,064 04
1885-86	625	23	16	505,929 27
1886-87	658	23	24	476,514 44
1887-88	664	23	27	464,471 76
1888-89	675	24	29	459,423 80
1889-90	709	24	32	434,802 10
1890-91	714	24	31	465,254 43

STATEMENT showing Cost of Maintenance of Dominion Steamers, from 1884 to 1891.

Year.	Cost of Maintenance.
	\$ cts.
1883-84.....	123,816 25
1884-85.....	148,864 26
1885-86.....	130,759 83
1886-87.....	141,424 42
1887-88.....	150,659 19
1888-89.....	126,629 33
1889-90.....	114,959 20
1890-91.....	111,437 03

STATEMENT of Expenditure and Receipts on account of Sick and Distressed Mariners from the Years 1883-84 to 1890-91, inclusive.

Year.	Expenditure.	Receipts.
	\$ cts.	\$ cts.
For fiscal year ending 30th June, 1884.....	39,553 58	48,667 07
do do 1885.....	44,501 57	39,068 39
do do 1886.....	50,377 62	40,848 05
do do 1887.....	37,447 35	42,384 92
do do 1888.....	36,447 85	41,669 64
do do 1889.....	41,320 59	39,306 29
do do 1890.....	41,729 11	47,881 75
do do 1891.....	33,403 37	43,829 68
	324,781 04	343,605 79
		324,781 04
Receipts in excess of expenditure, 8 years.....		18,824 75

4848. What is the system followed in the issue and receipt of stores?—Very few stores are kept at Ottawa, as they are kept at the agencies where they will be required. The agent enters his goods, as he receives them, in his stock book, and enters also where they are sent to.

4849. How are contracts generally awarded in your department?—The lowest tender is invariably accepted, unless something is known against the person who makes the lowest tender, which happens very seldom; and in such a case we make a report to Council giving the reasons.

4850. In addition to salary, is any official in your department in receipt of any additional allowances or perquisites, and, if so, please state particulars?—No official in the Marine Department is in the receipt of any allowances or perquisites except the allowance of \$3.50 a day, when travelling, and he may save something out of that, and I think he does when not in large cities.

4851. Is it possible, in your opinion, to reduce the expenditure on account of the services under the control of your department without impairing their efficiency, and, if so, state in what way?—In some cases in the outside service where a vacancy occurs and a salary has been fixed at a higher rate, then the salary is sometimes reduced to the one who comes in, and we do not always give the same salary to the successor as we did to the predecessor, as it is better to give them a few years' trial, and then promote them gradually afterwards; but I do not think we could reduce the expenditure of the department without impairing its efficiency. During the last three or four years, when all accounts have been sent up here to be paid instead of being paid by the agents, a great

many reductions have been made. A table herewith submitted will show what savings have been effected within the last few years, which have been very great, as the present Minister is a great economist and vigorous administrator of public affairs; and I do not think any more reductions can be made in the department, so far as I can see at present.

4852. In your department have any abuses prevailed in connection with the supervision of payments?—I feel quite sure that no abuses have prevailed in the Marine Department in connection with the supervision of payments.

4853. Have you any suggestions to make with a view to possible amendments to the Audit Act?—I have no suggestions to offer, as I think the Audit Act works very well.

4854. Do you think one rule as regards salaries should be applied to all Deputy Ministers, or should nature of the work, length of service, different responsibilities, or like circumstances, be taken into account?—I certainly think that the intention of the Act should be carried out. The Act was altered to allow deputies to receive from \$3,200 to \$4,000; but I find that in practice some deputies get much more than others. I think that when a deputy is first appointed he should be paid \$3,200, and he should get some increase every year until his salary reaches \$4,000. I think that was the meaning of the Act when it was framed. An annual increase of \$50 or \$100 might fairly be allowed.

4855. Do you think the deputy should have the power of suspension when the Minister is present at Ottawa as well as during his absence?—No. My opinion is that the deputy and the Minister should be one. I do not hold the opinion that the deputy should have powers irrespective of the Minister. If a Deputy Minister under the present Minister of Marine were to act irrespective of him or contrary to his wishes, I do not think he would hold his position very long. In that respect I think the law is all right, because the Minister has to take the responsibility of defending everything. The deputy is only the deputy of the Minister, and not an authority independent of the Minister.

4856. Have you any knowledge of the feelings of members of the British Parliament in regard to the abolition of the patronage system there?—Yes. I have had conversations with a number of them on that subject. I asked them how they liked the change, and without exception they told me that they were glad that it had taken place, because it relieved them of a great deal of responsibility and trouble. At present, when they are approached on behalf of any one seeking an appointment, all they can do is to obtain from the Civil Service Commission copies of the papers and send them to their friends, with an explanation of the course they will have to pursue. The members of the Civil Service Commission there are not examiners; they are a board composed of three or more high class men to carry out the law, and they employ examiners.

4857. You believe, then, that the persons who had formerly exercised the patronage in England would not revert to the patronage system even if they could?—Not if they could. I asked them what their opinion was of the working and result of the system which deprived them of patronage, and their reply was, "It is the very best possible system, because it relieves us from having to spend a large portion of our time, as was formerly the case, in writing letters in response to applications for office. We get rid of that trouble now by sending the papers to applicants and telling them that we will see that they get a fair chance if they pass the examinations."

4858. We understand that you have a plan of your own for the reorganization of the service?—I have prepared the following memorandum on the subject:—

MEMORANDUM.

(Written previous to the printed Questions being issued.)

With reference to discipline and duties, including hours, extent of service and business, I agree with the views generally expressed by the Honourable Premier that the Civil Service should be conducted upon a business basis, as under present circumstances it presents too many attractions to people who are not willing to exert themselves very much for a living, and I have understood that members and even Ministers are besieged with applications for situations.

I think more hours of service should be exacted, and for ordinary talent of the commonest kind, such as copying and mechanical work like that, no high salary should be paid. For instance, I do not think that mere length of service should entitle an ordinary copying clerk to rise to \$2,400. I think \$1,000 is enough for that class of persons, and it should be some distinction that should take them out of that class. I think the hours of work are not long enough as compared with clerks employed in outside business. I think the hours should be 9.30 a.m. to 5.30 p.m., with an hour interregnum for lunch or dinner. This would make 7 hours a day of work, which is not a long day's work as compared with the hours in mercantile establishments, which are usually longer than these hours.

The printed regulations in the attendance book are very misleading. It says the attendance to be given is 9.30 a.m. to 4 p.m., but no permission to go out of the office for lunch; but if a clerk does not come at 9.30 a.m., but comes a minute before 10 o'clock, when the book is closed, he is not considered late. I think he is late when he comes after 9.30, and the book should be closed then, and no later; and if he does not come by 9.30, when the book should be closed, he should be fined some small sum to ensure prompt attendance. This will remedy all the late attendance of clerks who usually have an excuse ready for being late, and the amount of that small fine would bring them to time. I recommend that the hours on Saturday should be 9.30 a.m. to 3 p.m., with an interregnum for lunch, as in my experience the business part of Saturday is after one o'clock, when the letters come in to be examined and signed, and if the clerks all leave at one o'clock, it throws many of the letters back two days.

I think they should not be allowed more than three weeks' leave of absence, or eighteen working days. The working day should be mentioned in the law, as a great deal of misapprehension prevails upon this question; what constitutes a week where they take the leave in broken periods. If an employee is absent by sickness he should furnish a certificate from the doctor who attends him, but should not be obliged to furnish a certificate from another doctor for which he would have to pay.

I think no person should be superannuated under 65 years of age, unless on strong evidence of incapacity or ill health.

I think the present system of promotion is not altogether right, as a clerk who has nothing against him expects to be translated from the third into the second-class immediately he reaches the top of his class, and if he does not receive it he considers himself aggrieved; but there is a certain class of clerks who when they get up to \$1,000 for doing mechanical work or copying are well paid, and should not be taken out of their class unless they show some merit.

I think clerks who break down occasionally and unfit themselves for their work should not be moved out of their class.

I think technical work should be better defined than at present, because anyone may make his own interpretation of it. I have applied to the Auditor General for an explanation of what he considers technical work, but I did not get any information from him. My idea is that shorthand and type-writing should not be considered technical work; it should be considered ordinary clerk's work. My plan of promotion would be this:

I would take the present list of persons in the service and grade them according to their salaries and length of service—that is to say, all those who have a certain salary should be put down on the list *seniores priores*; then I would take the next class of persons and would put them on this list *seniores priores*; and having established a list of this kind, something like the Navy List, I would that on every vacancy in the service each one be moved up on the list, provided there were no objections against him. If there were any objections against him he should remain where he was, and the next one would step over him. Then I would keep the list as it stands at present, and add no more permanent clerks to it, unless to fill vacancies, and anybody that was required after that to fill vacancies at the bottom of the list should come in at \$400 a year, and should not be confirmed until he has served six months' probation. The vacancies in the permanent list might be filled by persons who had passed the examination, and were on the list of temporary clerks, and might be selected for their merit.

The way the service is conducted at present is too expensive, as the cost of it I believe is constantly increasing by the system of giving \$50 of increase every year, and then moving them from one class to another without merit. This plan of mine would give everybody promotion on every occasion when a vacancy occurred, so that all would be interested in a vacancy and still cost the Government nothing. I think men with large salaries should not be brought into the service unless on account of professional acquirements, but persons should be selected for duties in any department for which they are capable; the incompetent man would remain in his present position, and the one below would step over his head. This is very much the plan of the British Navy, except that in that service it sometimes happens that persons of great influence are taken out of their grade and put in a higher grade on account of such influence, or on account of having served as flag lieutenant to an admiral.

I think no person should be admitted into the service until he has passed an examination in type-writing and shorthand writing.

I think the salaries are too high for low class work. I think boys or young men just from school should come in at about \$250, in the same way that they come into some of the banks, because it should be kept in mind they are not trained, and some time must elapse before their services are of much value. When I was Comptroller of Customs at St. John, N.B., I had a long list of names of young men who were waiting to come into my office without salary, for the purpose of being trained, and I believe I could now have a number of such persons in the office without salary, on the chance of being appointed to a vacancy on the permanent list.

I think the salaries of the clerks in the Civil Service should be graded on a business basis.

I think no superannuation should be granted to anybody who has less than fifteen years' service, and no permanent pension should be awarded to any young man, although temporarily sick; he should be given leave for a year or two without pay, with the privilege of coming back when his health is recovered.

I strongly urged this plan of grading the clerks on the notice of the Civil Service Commission in 1869, of which I was a member, but I could not get my colleagues to recommend it. If it had been taken up it would have saved a great deal of money to the country.

I am entirely opposed to adding ten or any number of years to any person's service when granting superannuation, on account of special attainments. I think the pensions should only be granted on length of service and payment of the superannuation tax.

I think the payment to permanent or extra clerks for extra work should not be allowed, as it might have a tendency to let the work fall behind so as to secure extra pay to bring the arrears up.

I think no work should be given to clerks to take home with them to do; if a pressure of work comes on, extra clerks should be selected from the list of those who have passed the examination to do it. I understand there are many on the list waiting for employment.

4859. To carry out your plan would involve having a detailed Civil Service organization framed on a theoretical plan?—Yes, I would have that, and let the service work towards it. I would have one list, and let men either serve where they are now or move them from one department to another. I think there is a great advantage in moving men from one department to another. In a short time, if they are clever, they become thoroughly conversant with the business; and with each death or retirement from the service, every man below who would be worthy would move up one step. There would be no increase of expense, but the salaries would be fixed, and there would be no promotions except through vacancies occurring.

4860. If there was no promotion in the service unless a vacancy occurred, your system would be carried out now?—No. The service is divided into departments.

4861. Suppose there was one general rule, and no promotions took place except in case of vacancies, your system would be carried out now?—Yes, but at present I think there may be favouritism about promotions. I would not increase the number, but when

vacancies occurred the number would be kept up from men employed as writers or as extra hands, and in that way you would get a very superior class to fill the vacancies as they occurred.

4862. Is it your opinion that the Civil Service Commission in England is accepted as being entirely free from political influences?—I believe so.

4863. You do not understand that the Civil Service Commission there make the appointments?—I think they furnish the men to the department that asks for them.

4864. They furnish the names?—No, they furnish the men, who are put on probation, and if they are not satisfactory, they are sent away.

4865. Is it not the fact that the Civil Service Commission simply report to the department, the names of the men who have passed the examinations, in the order of merit?—They put them on the list according to their examination.

4866. Then the responsible Minister selects the best man on the list?—No, it is not done in that way, as I understand it. The head of the department applies to the Civil Service Commission for one or two clerks, saying what they are wanted for, and the Commission selects the best men in that branch and sends them to the department.

4867. We understand the system to be competitive, so that the Board of Civil Service Commissioners stamp the men as being No. 1, No. 2, and so on, and the position is offered to the man at the head of the list?—I understand they take the man who stands at the top of the list.

4868. The Commission has no patronage—it is the system that selects the man and not the Commission?—The system selects the man who is at the top of the list. I will read you a portion of a letter which I received in December, 1891, from a high Government official relating to this matter:—"Nearly all Government appointments are now competed for, and candidates have to pass an examination. The Civil Service Commissioners regulate the examination. The enclosed extract from an examination book which I borrowed from the assistant secretary will give you some idea of the Customs' rate of pay. Of course, boatmen and watchmen do not pass the Civil Service Examination. Copyists pass a modified examination, and their names are placed on the list. When required, application is made to the Civil Service Commission, and in the application the special requirements of the office are mentioned. For instance, if we particularly wanted a man accustomed to figures, or an exceptionally good writer, we would say so. Copyists are somewhat like what used to be termed extra clerks, but they are not pensioned. A new class termed abstractors has recently come into existence. It is a sort of half-way between second division clerks and copyists. They go up from £150 to £180 in some offices, and are pensioned."

4869. We understand that the Civil Service Commissioners have no patronage, and do not control a single office beyond the examination?—I do not say that they have any patronage. If the department wants say ten men, it sends to the Commissioners and asks what men they have, and the Commissioners send the ten men who stand first on the list. They have no patronage, because everything is done by examinations and marks. I understand this to be their system.

4870. You state that extra clerks have sometimes come into your department, and you did not know anything at all about them until they came to the office. Are you aware of the law relating to the employment of extra clerks?—I know it well—that they are to be taken from the list of persons who pass the Civil Service Examinations, and that they are to get at the rate of \$400 a year.

4871. Are you aware also that they can be employed on the requisition of the deputy head?—Yes; but when I have asked for an extra clerk, I think that is all I can do.

4872. Did these men come on your requisition?—Yes, they came on my requisition to the Minister, and he directs then to be employed.

4873. Did they come on your requisition?—I never wrote a requisition. When I want an extra clerk, I apply to the Minister, and he sends me one.

4874. Are extra clerks ever employed in the department without your requisition?—Without my requisition for a particular individual.

4875. Does the Minister put them there without your asking for them?—If the Minister wishes anybody employed, I never make any objection; I accept them. They have sometimes come there without my knowing who they are.

4876. And without your asking for them?—We want a person to fill such a vacancy.

4877. Does it happen that you are asked to take a man when you do not want any?—I have always had work for them, but sometimes I have not liked the style of men appointed or employed.

4878. Are extra clerks given to you without your asking for them?—If a Minister said to me, "I want you to take on that man as an extra clerk," I would take him.

4879. Even if you did not want him?—I will not say we do not want them, because we are always behind, but without my asking for them. I have acted on the principle that the Minister and the deputy are one; and if the deputy said "I will not take that man" he would not be deputy long.

4880. Does not the law throw upon you the responsibility of determining when an extra clerk is necessary?—It does, but I am glad to get him, generally. I have always had work for them; but I would not like to say that a man that I did not want has been thrust upon me.

4881. But you have had persons appointed without your requisition?—I have had persons put on without being consulted.

4882. And without your taking the initial action?—Without my taking any initial action at all, I have had people put in.

4883. You have dropped the expenditure on account of the Montreal Water Police and the Quebec Water Police?—The Quebec Police are still in existence.

4884. Have you any scale or system of payment of the salaries of lighthouse-keepers?—We have no scale. We estimate the value of a place as to its advantages in the way of accommodation, the importance of the light, and the number of lights to be attended to. We have frequently applications from Members of Parliament on behalf of some friend of theirs who wants to have his salary increased, and I look into the case and consult with our officers who know the circumstances, and if I find that the man has been there a number of years and has a small salary and is a good officer, I recommend a small increase; and if the Minister approves, he submits the recommendation to Council. In the case of a death, we sometimes reduce the salary, so that the new appointee will not begin with the same salary, but will have to grow up to it by attention to duty and by a number of years' service; and perhaps every five years, if there were no complaints against him, and he proved to be a good man, I would recommend giving him \$50 increase on his application.

4885. What are the minimum and maximum salaries?—We appointed a man last week at Miminegash, P.E.I., at \$40 a year to look after one of the two range lights in the harbour. The man who had charge of that light went to the States and left a young man 16 years of age in charge of it. This information reached the department, and I got a report made upon it. Finding that it was true, we asked the Hon. Mr. Howlan, who was an unsuccessful candidate for the constituency in which the light was situated, to recommend some one for the place, and he recommended another person who was appointed by Order in Council. He now attends to the light, and if he were to neglect it we would put him out.

4886. The light is in operation only six months in the year?—Seven months; he lives close by. We have also six light-keepers on Lake Memphremagog. The men who look after these were appointed at \$1.50 a week; but the pay of two of them was afterwards increased to \$2.50 a week, because they were obliged to go in a boat to attend to the lights.

4887. What is the maximum?—We pay a man \$1,500 a year for attending to the Bird Rocks lighthouse. Out of that he has to pay two assistants and to fire a gun, and every now and then one of them is injured or killed. It is a powerful French dioptric light of the second class. The lighthouse there was built in 1869. The rock is about 100 feet above the level of the water, and the light is about 30 feet above that. At Sable Island we have a complicated service to which the British Government contributes £400

a year. That is not exactly a lighthouse service, though we have a lighthouse at each end, one with a French dioptric light and the other with a large revolving catoptric light.

4888. At Sambro you pay \$1,000 a year?—There is more than one light-keeper there; but we have done away with the steam-fog alarm, and have placed it on Chibucto Head.

4889. When the Trinity House appointments become vacant you revise the salaries?—Yes. These appointments were made a great many years ago, and many of these holding them have died. The salaries were fixed on too high a scale, and we try to keep them down.

4890. How is the local inspector appointed when you do the work of construction yourself?—One of our officers inspects the work. But in contract work, the Member usually recommends a person to act as inspector, if the member is a friend of the Government.

4891. You keep store books at such places as Halifax?—Each agent is instructed to keep a store book.

4892. In supplying the Dominion steamers, does the requisition go from the captain to the agent?—Yes; the captain sends a written requisition to the agent stating what he needs.

4893. You have had correspondence with the Auditor General in 1890 respecting revenues derived from the several wharves, in which he gave a list of wharfingers who have made neither returns, deposits nor remittances?—Yes; that practice prevails still to a small extent. At some of the wharves the revenue amounts only to a few dollars, and we find it very difficult to get some of these men to make any returns, more particularly below Quebec, where the people were not accustomed to pay dues. But we had a loss at Sault Ste. Marie at the hands of a man who was appointed to look after a wharf which he handed over to the Government. He kept all the collections, giving as his reason for doing so that it was understood that he was to be paid for certain improvements. We simply handed over the papers to the Department of Justice, and the other day we got \$800 with a promise of more.

4894. Your department performs very much the same functions as the Board of Trade in England?—In all matters connected with shipping we control what they do. We do more. The Trinity House of England manages all the lights of England. The Commissioners for lights for Scotland manages all the lights for Scotland. The Commissioners for Irish lights in Dublin manage all the lights for Ireland. But we have more lights in Canada than all these three bodies combined. We do not do things so thoroughly as they do, nor nearly so expensively.

4895. In addition to shipping and fishing matters the Board of Trade has the direct management of railways, corn returns, patents, standards and gas inspection?—Yes.

4896. In England there is one Minister who attends to all these matters, the President of the Board of Trade?—Yes. Lord Stanley was President of the Board of Trade, and knows all about it.

4897. The President of the Board of Trade finds no difficulty in administering all these services, and even more?—Not at all, because he has under him a secretary and an assistant secretary for every branch, and a political under-secretary in one of the Houses of Parliament.

4898. In England there is an Inspector of Fisheries?—Yes.

4899. Who answers the purpose that Mr. Whitcher did here?—Yes.

4900. Professor Huxley held that post until the last few years?—Yes. Until Mr. McLelan divided the department we were very much in need of a good professional man to take charge of our salt water fisheries, as Mr. Wilmot does of the inland fisheries. We want a man something like Prof. Baird, of Washington, to issue bulletins, and to give the fishermen some instruction in putting up their fish. Newfoundland has such a man in Mr. Neill, whom the Newfoundland Government got from Norway.

4901. You think there is still need of an expert to look after our sea fisheries?—I am of that opinion.

4902. When a department is created, it has always a deputy head and a chief clerk to replace the deputy if he is absent?—Yes.

4903. And a first class clerk to replace the chief clerk?—Yes.

4904. As a consequence, the creation of a new department must necessarily increase the cost of the public service?—Oh yes, because you have separate machinery, and a separate staff—two salaries instead of one, and this must increase the cost.

4905. Presuming that the two departments were by any chance re-amalgamated, what would be in your opinion a good distribution of the work?—I do not see much use of a secretary to the department. My idea is that it is rather a drawback in some respects because the secretary signs letters relating to a great many things the deputy should have cognizance of. I do not think there should be two officers in charge, I think the Minister of Marine would probably divide the work of the department as follows:—

DEPARTMENT OF MARINE AND FISHERIES.

Minister,
Deputy Minister,
Secretary,
Correspondence Branch and Records,
Engineer's Branch,
Marine Branch:—(a) Steamboat Inspections; (b) Registry of Shipping (c) Nautical Advisers.

Accounts Branch.

Fisheries Department:—(a) Commissioner or Expert Adviser; (b) Bounty Branch; (c) Fish Culture; (d) Fishery Protection Service and Supervision of Enforcement of Act and Regulations.

4906. Your opinion is that an expert should be got for the salt water fisheries?—Yes. We want an expert from Europe, whose name would be known and whose writings would command respect, who would write bulletins from time to time for the instruction of the fishermen in the catching and curing of fish.

4907. You think this would gradually lead to economy?—I believe so.

4908. How do you control the stores distributed among the lighthouse men? Have you any system by which they are made to account to you for them?—They make out an application once a year for what they require, and we know pretty nearly what a lamp will consume. They send this application to the inspector of the district. Then we advertise for tenders, and we send a steamer to every place. We use our own steamers, except in Ontario, where we advertise for the charter of a steamer. This costs \$3,200, and we find that is a great deal cheaper than it would be to bring up a steamer for the purpose. That steamer occupies six weeks or two months in taking supplies to all the lighthouses. The inspector goes with the steamer, and takes two assistants with him, who are employed at \$2 a day. The steamer calls at each lighthouse and gives the supplies to the lighthouse-keepers, and gets a receipt. One provision of the contract is that the work shall not be done from 9 o'clock at night to 4 o'clock in the morning, so that they have daylight for work.

4909. Has any settlement yet been made with the St. Lawrence Steam Navigation Company?—No. They disavow all responsibility, and we do not think we could recover in law. They have a claim against us, and we submitted it to arbitration, and if we push it further, I think it would perhaps be against us.

4910. You have three chief clerks in your department?—Yes.

4911. If you had a clean slate, and were preparing a theoretical organization of your department, would you consider three chief clerks necessary?—Oh no. My plan would be not to increase the expense every year, but only to make promotions when vacancies occurred.

4912. How many chief clerks would be necessary?—I think one would be enough.

4913. You have only one first class clerk now; how many first class clerks do you think you would need?—One.

4914. How many second class ?—One or two.
4915. And you would do the rest of the work with third class clerks ?—I would do the rest of the work with third class clerks and writers.
4916. That is, by reason of the lapse of time the organization of your department has got to be higher than it would be if you had a clean slate ?—Yes, because they get up every year by \$50.
4917. If vacancies occurred, you would not fill them ?—If vacancies occurred I would not fill them.
4918. You would have the theoretical organization, and let the department gradually grow into it ?—Yes.

APPENDIX "C."

Department of Marine and Fisheries.

Minister.

Deputy Minister.

Secretary.

Correspondence Branch and Records.

Engineer's Branch.

Marine Branch.

(a.) Steamboat Inspection.

(b.) Registry of Shipping.

(c.) Nautical Advisers.

Accountant's Branch.

Fisheries Branch.

(a.) Commissioner (or Expert Adviser.)

(b.) Bounty Branch.

(c.) Fish Culture.

(d.) Fishery Protection Service, and Supervision of Enforcement of Acts and Regulations.

Mr. MARTIN J. GRIFFIN, Parliamentary Librarian was examined :—

4919. You are one of the Joint Librarians of Parliament ?—Yes.

4920. When were you appointed ?—In 1885, I think.

4921. You were secretary of the last Civil Service Commission ?—I was.

4922. Therefore you have views on the Civil Service generally ?—I cannot say that I have any very serious views on the subject, but I have a certain amount of information.

4923. You had an opportunity of examining the questions sent to you, indicating the general scope of our enquiry ?—I have read them. A number of them do not apply to the library, but I have prepared the following memorandum dealing, as far as I am able, with the questions raised :—

MEMORANDUM.—The undersigned, having been but a few years in the civil service, and having taken very little interest in its conduct and organization, is unable to speak with any degree of confidence on most of the topics suggested by the commission.

The memorandum concerning the cost of the permanent and extra staff is herewith submitted, with the necessary explanations.

The constitution of the board of examiners is of small consequence ; any two or three intelligent persons accustomed to examine would suffice. As to the powers of the

commissioners—these should be strictly confined to the duty of examination, the totting up of candidates' marks, and the signing of certificates.

I have no faith whatever in competitive examination ; and look upon it as being simply one among many quack remedies prescribed for evils which they do not cure. The system of competitive examinations in England was originally a purely political system, when adopted in 1854. The report of that year was a purely political report, brought about by Sir Stafford Northcote and others with the object of weakening the influence of the Tory party in relation to appointments to the Civil Service.

No appointments should be made to the lower ranks of the service (3rd class) without some preliminary examination, or some high school or college certificate as a substitute.

With regard to the limit of age, I have no very definite opinion. As a rule no one but a young man will likely accept a place in the lower ranks of the inside service ; and if an appointment is made for special qualification in the second or first class, the age, provided the appointee has good health, activity and capability, is of small consequence.

The appointment of deputies should in my opinion be made during good behaviour ; these officers are the essential means of keeping up the continuity of public policy and public business.

I am unable to offer any suggestion as to the extension of the powers of deputies. These powers and responsibilities are now many and great ; and the only remark I have to make is that on no account should the powers of the deputies be extended so as to lessen the supreme authority of the political head of a department.

I think I should favour the maintenance of the third class clerks ; and should not disturb the rule which makes \$1,000 the limit of the class. For the reason, that a man who is weak enough to sell out his chances in life for a third class clerkship, must look on \$1,000 as a fair object of ambition, and will likely be content with his lot. If you introduce a new class between \$400 and \$1,000 you are likely to have a discontented lot of men who cannot get beyond the intermediate salary unless there are vacancies in the next class.

I may add that I think the annual increase should be given as a matter of course (unless there is a report from the deputy to the contrary), up to the salary of \$1,000 ; because any sort of work done by an educated man, in a public or private office, and demanding a certain degree of skill and experience is worth \$1,000. But as among salaried people all incomes over \$1,000 are looked upon as prizes of more or less value. I would not advise the giving of the "annual increase" as it is now called without good reasons and proper certificates. The granting of such certificates, would involve the deputies in inevitable disagreements with the staff however.

Appointments to the Library are made without examination and on the advice of the Premier.

I have the same objection to promotion examinations that I have to competitive examinations. They prove nothing except smartness in making replies. An exception might be allowed perhaps in the case of promotion to positions requiring scientific knowledge, or such knowledge as involves the interests of the revenue.

In my judgment it is not necessary, nor is it expedient, to make any report of vacancies to the Civil Service Board. The subject is one entirely within the control of the Minister who, if a strong man, would not tolerate for an instant any such proposition, that is, with any view of such positions being filled by the board.

Promotions in all departments should be made by Order in Council (in view of our federal system and varied interests), on the report of the Minister, who would obtain his informations as he pleased—naturally, in most cases, from the deputy.

So far as my experience and study go, the existence of the extra clerk at present, is an evil to be cured as far as possible ; and the creation of a class of copyists would be simply the creation of a new class of importunate paupers utterly untrustworthy and likely to be mischievous.

No women clerks are employed in the Library ; and in my opinion the employment of women in the public service is not generally desirable.

It would be difficult to establish an equitable leave of absence based on the inequalities of the rank of the clerks. Leave of absence should be controlled by the Minister, in all cases where extra leave is asked for. The regular leave should be arranged by the deputy to suit the convenience of the department. I see no need for making leave of absence compulsory.

The imposing of small fines on people with small incomes for small offences, would, in my judgment, be detestable, and would produce no good result. A rigid exercise of the powers of dismissal for serious offences, particularly for absence without leave, and frequent drunkenness on or off duty, would do away with all necessity for small punishments.

No attendance book has been kept in the Library ; and no such book is necessary, the staff being so small and the duty at times being so irregular.

No difficulties have arisen that I know of in regard to the Civil Service Act.

No one at present on the staff of the Library is objectionable or ineligible "from any permanent cause."

With regard to travelling expenses, a fixed sum per diem is the most economical for the Government. The present scale is somewhat too small in the case of officers on any species of duty requiring any exchange of official courtesies or any personal relations with other governments.

With regard to superannuation, the undersigned has no opinion of any value to offer. It is only necessary to point out that in all services, public and private, the tendency is to reward faithful services by retiring allowances. But putting the benevolent aspect of the case aside entirely, it may be said that it must be an obvious advantage to a Government to be able to retire an old servant whom it could not decently dismiss, but whose usefulness was in a measure gone, from a total change of system in the conduct of business, for instance.

General Observations.

1st. With regard to appointments to the public service, I am strongly of opinion that these should be controlled entirely by Ministers, acting as Ministers have always done, on the suggestions of Members of Parliament or other persons of influence in state affairs.

2nd. An examination of all persons appointed to the lower class should be made to test their ordinary fitness for clerical work. The certificate of any recognized educational institution should suffice as a substitute for examination.

3rd. All such appointments should be made, in the said lower class, on probation for a given period, and no appointment to be finally made without a certificate from the deputy minister of the candidates's fitness.

4th. All appointments above the rank of second class should be retained in the hands of the Ministers with power to appoint, at their own will, and of course at their own risk too, fit and proper persons to fill them.

5th. The deputies should, in the public interest, be taken from the outside world without any restriction on ministerial power of appointment.

The undersigned is aware of all the evils alleged against what is called the system of political patronage, and is not ignorant of the existence of these evils in the service, in a degree, however, that has been grossly exaggerated.

But he ventures to point out that the system existed for many centuries among all the nations of the world, and still largely prevails among them, that the public service in every country has always, under that system, maintained a high character for ability and loyalty and faithfulness to duty ; and finally that all the weaknesses due to the system are in reality due to weaknesses in human nature which will infallibly affect all laws and orders and systems that ingenious people may frame as the substitute for those ancient customs.

The system of examination and competitive examination, which is now so much in vogue as a theoretical reform, is not much older than the Playfair Commission of 1874-75, though adopted in part in 1854. This system has not in my opinion produced in England

a contented service, it has not given an abler service, it has not produced a more loyal service. And the indirect effects of the system on the general educational system of the country have not been wholly admitted to be good.

(Signed)

MARTIN J. GRIFFIN,
Parliamentary Librarian.

January 3, 1892.

SALARIES OF THE LIBRARIANS, CLERKS AND MESSENGERS EMPLOYED IN THE LIBRARY OF PARLIAMENT DURING THE YEAR 1891.

Regular or Permanent Staff.

A. D. DeCelles, General Librarian, at the rate of \$3,000 a year from 1st January to 30th June, and \$3,200 from 1st July to 31st December.....	\$ 3,100 00
M. J. Griffin, Parliamentary Librarian, at rate of \$3,000 a year from 1st January to 30th June, and \$3,200 from 1st July to 31st December.....	3,100 00
A. H. Todd, first class clerk.....	1,800 00
L. P. Sylvain, first class clerk.....	1,450 00
M. C. MacCormac, second class clerk.....	1,350 00
E. S. Thayne, second class clerk.....	1,150 00
John Smith, third class clerk.....	1,000 00
F. A. Gordon, third class clerk, paid at the rate of \$650 a year. Resigned 30th June.....	325 00
C. A. Martin, third class clerk.....	450 00
T. C. Gilmour, third class clerk, appointed in September at \$400 a year instead of F. A. Gordon, resigned..	122 20
L. J. Casault, chief messenger.....	900 00
J. H. Dunlop, messenger.....	700 00
Thomas Lynton, messenger.....	500 00
A. Beaudry, messenger, at the rate of \$390 a year from 1st January to 30th June, and \$420 a year from 1st July to 31st December.....	405 00
	<u>\$16,352 20</u>

Extra Clerks.

Faucher de St. Maurice, employed during Session of Parliament preparing catalogue of American History, 155 days at \$4.....	\$ 620 00
Lucien Bance, employed during Session of Parliament 156 days at \$4.....	624 00
	<u>\$ 1,244 00</u>

Sessional Messengers.

Joseph Lafontaine, 155 days at \$2.50.....	\$ 387 50
Ralph J. Smith, 155 days at \$2.50.....	387 50
	<u>\$ 775 00</u>
Total.....	<u>\$18,371 20</u>

SALARIES OF THE OFFICERS OF THE LIBRARY OF PARLIAMENT DURING THE YEAR 1886.

A. D. DeCelles, General Librarian.....	\$ 3,000 00
M. J. Griffin, Parliamentary Librarian.....	3,000 00
A. H. Todd, first class clerk, at the rate of \$1,600 a year from 1st January to 30th June, and \$1,650 a year from 1st July to 31st December.....	1,625 00
James Fletcher, first class clerk, at the rate of \$1,400 a year from 1st January to 30th June, and \$1,450 a year from 1st July to 31st December.....	1,425 00
L. P. Sylvain, second class clerk, at the rate of \$1,100 a year from 1st January to 30th June, and \$1,150 a year from 1st July to 31st December.....	1,125 00
M. C. MacCormac, second class clerk.....	1,100 00
E. S. Thayne, third class clerk.....	1,000 00
John Smith, third class clerk.....	1,000 00
F. A. Gordon, third class clerk.....	400 00
L. J. Casault, chief messenger.....	900 00
J. H. Dunlop, messenger.....	700 00
J. M. Rattey, messenger.....	700 00
Thomas Lynton, messenger.....	500 00
	<u>\$16,475 00</u>

Sessional Messenger.

Norman Mitchell.....	\$ 250 00
	<u>\$ 16,725 00</u>

SALARIES OF THE REGULAR STAFF OF THE LIBRARY OF PARLIAMENT DURING THE LAST HALF OF THE YEAR 1882.

Alpheus Todd, Librarian.....	\$3,200 00
A. D. DeCelles, Assistant Librarian.....	2,400 00
A. Laperrière, clerk.....	1,800 00
A. H. Todd, clerk.....	1,350 00
James Fletcher, clerk.....	1,050 00
James Campbell, clerk.....	1,050 00
L. P. Sylvain, clerk.....	950 00
E. S. Thayne, clerk.....	800 00
L. J. Casault, chief messenger.....	850 00
J. H. Dunlop, messenger.....	700 00
J. W. Ryan, messenger.....	700 00
J. W. Rattey, messenger.....	700 00
W. Ternent, messenger.....	600 00
	<u>\$16,150 00</u>

There is no record in the Library of the salaries paid in 1882, except the "stubs" of an old cheque book, commencing 1st August, 1882, from which I have compiled the above.

I may add my opinion that a deputy minister requiring scientific or technical qualifications should be chosen by the Minister with great care, and that the possession by the candidate of proper certificates from scientific bodies, or bodies having the power to grant such certificates, should be deemed evidence of such qualifications. I would not, for instance, take the average man and make him Chief Engineer of Railways, or

the average politician and make him Minister of Finance or Minister of Justice. In these cases, it is of course necessary to choose men for their professional qualifications.

4924. Take the case of a commission nominating twenty men who are subjected to an examination to test their fitness, followed by probation, can you suggest anything better than that?—That is a departure from the view laid down in my memorandum. I speak entirely with the reference to the necessity on the part of the Minister of retaining all the patronage and power he can in his own hands. In the case suggested the Minister would save himself much trouble by making a nomination of one man, without wasting the time of nineteen others in examination.

4925. Do you not suppose that even in the case of a Minister having a dozen applications, it would be desirable that there should be an impartial board to which they could send them?—Personally, I do not think so, but the Minister might. A man who is a Minister is supposed to be a man of some strength of will and determination of character; he should be in a position to choose whom he thinks would be best for the position.

4926. A Minister holds a public trust, which he administers for the public good?—Yes, in the first place for the public good, and next for the benefit of his party, and I may add, thirdly for the benefit of his purely personal following.

4927. And he should appoint the man best fitted for the position?—Yes.

4928. And what objection is there to a system that would enable to select the best man out of a dozen?—I would say that if I were a Minister I would prefer the other plan. I would, of course, assume it to be my duty, before appointing a man to an office, to obtain, through confidential sources or otherwise, some idea of his ability to fill the office. I would not appoint him if he were a bad character or an ignorant man; but character and knowledge being taken for granted, if he had rendered important services to me personally and my party, I would then think he was fitted to discharge the duties of the office.

4928½. How can you explain the fact that so many political appointments have been inferior—in some cases men being appointed to office who could hardly read?—Of course this is a gross violation of the first duty of any public man. But I think I should safely challenge, on the whole, an examination of the appointments to the public service since Confederation, most of which have been made for political or quasi-political reasons. I think the Civil Service of Canada for the last twenty-five years would fairly compare with that of any country in the world.

4929. Do you not think the service as good as it is because Ministers have sought the best men they could get, irrespective of political influence?—I cannot speak of the considerations that may have influenced Ministers, but I believe that the great mass of the appointments to the Civil Service have been made for personal or political reasons. I think some of the most conspicuous and useful officers in the public service at Ottawa to-day, the men who have most notoriously been striving for efficiency and economy in the service, are men who have been appointed for political reasons.

4930. Your idea is that a Minister administers his department?—My idea is that the Minister ought to administer the department, when, as in Canada, the departments are so small.

4931. That is contrary to the system in England, where the Minister lays down the policy, and the secretary administers the department?—We have not in this country an officer corresponding to the under-secretary in England. The under-secretary is a political officer.

4932. In each department in England there is a permanent under-secretary as well as a political one?—That is true. I should doubt, however, that his control of the department is free from the authority and influence of the Minister.

4933. Do you not think it would be better if the deputy had the administration of the department, and the Minister confined himself to the dictation of matters of policy?—In a country like this, having a federal system and a great variety of interests, I would hesitate to place the power of patronage in the hands of deputy ministers.

4934. We do not mean that the deputy should have the power of patronage?—I have no experience of the administration of large departments.

4935. You must admit that in England there is no apparent tendency as yet to go back to the old system of patronage as against the merit system?—No doubt it is hardly possible to go back to the old system now. At the same time I am not prepared to admit the success of the competitive system. The men having the control of it naturally endeavour to extend their area of authority.

4936. You know that the competitive system is gradually extending, simply on its merits, by virtue of meeting public approval?—I would not be prepared to admit that without further examination. As the system is more and more extended you will notice that it extends more and more the discontent.

9937. That is among the service, but the people of England themselves are gaining more confidence in it from year to year?—That is quite possible. It is increasing also under protest from men of more or less authority, especially in the educational world, on the ground that the system of competitive examination has to a certain extent altered the system of education in England—that the system of education has been gradually turned into a machine to prepare youths to pass the Civil Service Examinations, and in the nature of things there are many men who do not consider that to be a good thing.

4938. Was not that protest rather again the system of education that now prevails, of which the Civil Service examination is an incident? Was it not a protest against too much cramming?—Yes.

4939. Is it or is it not a fact that young men from the public schools have been generally most successful in the examinations?—I have not followed the examinations to that extent.

4940. And is it not also a fact that the young men who have passed the Civil Service Examinations most successfully have not entered the service, but have obtained high positions outside?—I fancy that is true.

4941. Frankly, you look on the Civil Service as a reward for political services?—That is putting it very baldly. I limit my views about ministerial control to officers of the first rank. My meaning is, simply that, no system being perfect, you will get as efficient officers when the choice is made by Ministers acting with ordinary propriety, as you will after a competitive examination; and I am disposed to think you will get a more loyal and trustworthy service, with more interest in public affairs and more in touch with the public feeling.

4942. The consequence would be that after a time, when the opposition party came into power, there would be a fight to put out one set of men and to put others in?—Not at all.

4943. It has come to that in the United States?—In the United States they are not limited as we are by a Civil Service Act. The extent to which political changes are made in the United States is much exaggerated, I think. I do not think that after the Liberal party came into power in 1874, there were many dismissals from the public service, except those in Prince Edward Island who may have been appointed irregularly and improperly. When the Conservative party came into power in 1878, I do not remember any cases of dismissal that raised any cry or agitation. In England, the system adopted there in 1854, was adopted in the face of a large body of protest.

4944. That would naturally come from the fact that until then the public offices were occupied largely by the aristocracy and the upper middle class, while the competitive examinations opened the Civil Service to the whole country?—In opening it to the whole country, you do not necessarily raise the character of the service.

4945. If the competitive system has won its way in England it has won it in spite of all these adverse conditions to which you allude?—England is a different country from Canada, and the influences that go to make the Civil Service aristocratic are as active as they were before.

4946. The reports show that the large body of those who pass the examinations are the sons of tradesmen and not the sons of the nobility. You know this to be the fact, that the London and Westminster Bank, the Bank of England, the railways and the clearing houses and other establishments, have followed the Government in establishing competitive examinations for their own appointments?—I dare say it saves them a good deal of trouble.

4947. And gets the best men?—I do not think they can get any better men than they could by selecting.

4948. Are you not aware that the very fact of a man being in the Civil Service before 1854, was a bar to his getting employment outside of the service, and that the new system has so changed matters that now men in the service are sought out for appointments outside?—I have not heard of that. I have not seen any evidence yet to prove that business men go into the public service to seek persons for employment.

4949. Will you please explain how books are bought for the library? Do you and your colleague give the orders conjointly?—No. I select all the English books and blue books, works on political economy, etc., and Mr. DeCelles looks after the French books and what are technically called the Americana.

4950. What arrangements have you in regard to the purchase of books?—We have the usual trade arrangements. I have an agent who buys books on the usual trade discount of 25 per cent. He sends us out books, gets them bound, selects books from catalogues, and performs other services, for which he charges us 5 per cent on all purchases. In the United States, the discount varies from 25 to 33½ per cent, according to the class of books. On the lighter literature we get 33½ per cent; but on books of a better character, such as biography and history, I think the discount is 25 per cent. I may add that in the accounts of the library, we have two systems of audit; that is, we have two audits, one by the Auditor General from week to week and the other by a Parliamentary Committee, which attends very strictly to its duties. In our accounts there are two columns, one showing the publisher's price, and the other the trade discount; and it is possible, by reference to the advertisements, to ascertain whether the price of a given book has been correctly charged.

4951. You are acquainted with Eaton's work on the Civil Service in Great Britain?—Yes; it is some years since I have read it.

4952. You know the opportunities he had to make enquiries before he wrote his book?—Yes.

4953. We find in it the following remarks:—"In 1854 an English officer of great experience used this language: 'I am assured that the fact of previous service in the Government offices has, in reality, operated as a powerful objection to candidates for employment in commercial houses. * * * It would be practicable to reverse the present general condition of the Civil Service, and to make the fact of service in a public office a recommendation not only for any social standing but for efficiency.' And after six years' experience of competition, another officer made this prediction: 'I have no doubt that private persons will find it for their interest by and by to institute competitions of this kind in order that they may get the best clerks; indeed, very large numbers of public and private persons, merchants, bankers, directors of railroads, and managers of public companies have signed a declaration approving of the scheme of examination.' * * * These anticipations have already been fully realized. Not only has the Government been much troubled by reason of private persons and corporations endeavouring to get away the superior men and women which the new system has brought into the public service, but the Civil Service Commission has been compelled to refuse the applications of persons who, for private ends, have sought the honour and advantage of an examination before it. Nor is this all; for large corporations, whose employees are too numerous for intelligent, personal selection, have adopted the methods of examination and competition, which the success of the Government has commended to their attention. For example, the great London printing house of Spottiswoode instituted examinations for its clerks as early as 1854. The Bank of England has not only established a system of examination for clerkships, but it has found its advantage in a gradual increase of salary and in a superannuation allowance on retirement, according to fixed regulations, in close analogy to those which prevail in the public service. The Railway Clearing House, employing nearly fifteen hundred clerks, has examinations for their admission (so rigid that sometimes fourteen out of fifteen applicants have been rejected at a single trial) and a system of competition for promotion to the higher grades; and to these it has added a superannuation fund and a savings bank, in aid of both economy and

efficiency in its clerical force. The London and Westminster Bank, employing about four hundred and fifty clerks, has adopted competition for admission to its employment; and, abandoning favouritism, it has also established a regular system of promotion for merit; and, like many other great establishments, it has found its profit in graded salaries and retiring allowances." You have no reason to doubt that Mr. Eaton made sufficient enquiries before making this statement?—I have no doubt of its correctness, but I do not see the force of his argument, because, even admitting that all he states is true, the number is small compared with that of the financial institutions that have not adopted that system, but still maintain the ordinary business method of appointment.

4954. But business houses are not subjected to the same influences in appointments as the Government?—Yes, there are a great variety of influences brought to bear in connection with appointments in railway companies, banks and other large institutions—social influence, financial influence, the influence of directors, the influence of stockholders.

4955. Not quite so direct as political influence?—I think quite as much. I am quite sure that the influence of bank directors and bank shareholders and the private friends of bankers and others in the appointment of young men is very great. I am not prepared to accept the pessimistic view of political influence.

4956. Have you had the practical experience of the working of any department?—Not a large department. I have had experience of the working of the public service for many years. There is no department at Ottawa, where I have not been on confidential terms with the Minister, not only on the conservative side, but in some instances on the other side; and I can only express my belief that any man showing sufficient ability and influence to be useful to a Minister or a party has *prima facie* sufficient knowledge and skill to be worthy of appointment to the public service in a great many cases—not necessarily, of course, in those places requiring technical knowledge.

4957. What are the rules of the library in regard to sending books to persons in different parts of the country?—Any Member of Parliament who wishes to obtain a book from the Library for his own personal use, writes to the Librarian and asks him to send such book.

4958. You have rules?—Yes, very strict rules, and we keep them as strictly as possible. We have printed rules, and we have also many which are not printed. There are certain lines which we draw very strictly in regard to sending books out to Members. For instance, we do not send copies of Imperial Blue Books, of which we have not duplicates; nor do we send illustrated books or books of reference; we do not send law books, as a rule, nor a certain class of books which, though necessarily kept in a library, are not permitted, on grounds of morality, to be taken out. If a Member wants a book merely for a constituent or a friend, it is invariably refused; but anything that a Member wants in reason we send.

4959. What rule do you follow in regard to lending books to the people of Ottawa?—They are lent, under strict limitations, on the recommendation of a Minister or a Member. We have stopped the circulation of fiction altogether, and we never lend illustrated books or books of reference or any work that we consider of special value.

4960. We suppose some of the books are lost occasionally?—Not many. In the last five years we have lost a very small percentage.

4961. What do you do when they are lost?—We have no power to enforce the payment of the cost. If a man explains that he has lost a book, we simply strike it off his account, and get another copy.

Mr. ALFRED D. DECELLES, Parliamentary Librarian, was examined :

4962. You are one of the Joint Librarians of Parliament?—Yes.

4963. You are also one of the Civil Service Examiners?—Yes.

4964. You have prepared a statement in answer to the questions submitted to you?—Yes. My statement is as follows :

LIBRARY OF PARLIAMENT,

OTTAWA, 5th January, 1892.

To the Civil Service Commission,

GENTLEMEN:—I have examined the series of questions submitted to me, and in compliance with the request of your Secretary that I should answer them, I have the honour to say that, but few of them bear on the Library of Parliament, on account of the particular nature of this department, having only a staff of seven clerks, whose duties are of a special nature.

This being the case, it would perhaps be better for me to indicate the changes, which, if carried out, would in my opinion improve the working of this department.

The Library of Parliament, which was first established as an adjunct to both Houses, has outgrown its primitive destination and has become with time practically a national library. It originally contained only such books as were considered useful to Members of Parliament, but to-day, its different sections are well supplied with works bearing on all branches of human knowledge.

It is obvious that all clerks connected with this department should possess qualifications above the ordinary requirements of the Civil Service. Clerks in the Library should be able not only to hand the books asked for by the public, but also in a position to supply information, to advise and to direct members and students in their researches, whether the subject be history, science or law.

To attain this object, all appointments to this department should be preceded by an extended examination, unless the candidate can furnish a B. A. Certificate. As a matter of course, the entrance salary should be raised. In 1881, when the Library staff was under the control of the Speakers and Joint Committee of both Houses, a resolution was passed by Parliament fixing at \$800 the salary of junior clerks, but when this department was placed under the direct control of the Privy Council, the scale of salaries of the Civil Service and classification (with one exception) was substituted to the scale determined by the Library Committee. I think it would be wise to revert to the old system.

In introducing the Civil Service classification, no first class clerkship was created presumably, because the staff was very small, but it seems to me that it would be desirable to create a first class clerkship in the Library in order to give our clerks the same chances of promotion which exist in the Civil Service.

Competitive Examination.

Sec. 10.—Being one of the Civil Service Examiners, I have given a good deal of attention to the question of competitive examinations. I do not think that competition will secure the best men for the service. It would bring to the front young men fresh from school, who when put to practical work, would be found deficient. I have consulted gentlemen at the head of important departments and they have all agreed on this point: that employees theoretically best qualified were the worst at practice. I remember that the Collector of Inland Revenue at Montreal, told me that clerks having secured the highest number of marks, had been sent there on trial, and could not fulfil the duties as well as ordinary clerks. Besides, it is very doubtful whether, in a given case, the candidate scoring the highest number of marks would be the best man. The nature of the duties must be considered. Suppose that in a certain department, a clerk is required to do special work as correspondent, or to draft reports. On looking over the list of candidates, we find A and B, the former having secured more marks, should get the appointment, but on looking over the scores, it is evident that B would have been the fitter man.

	A	B
Writing	90	60
Grammar	75	90
Composition	60	90
History	75	80
Arithmetic	100	45
Geography	80	85
Orthography	100	100
	<u>580</u>	<u>550</u>

It is evident that in this case, the candidate having the best score in grammar, composition, history and geography would be better qualified for the position.

In several instances, I have been requested by Ministers and deputy heads to point out to them the candidates most eligible for a given employment; I selected them by consulting their record, having in view the nature of the work to be required from them.

Complaints have been made against the large number of men, who have passed the Civil Service Examination. I see no remedy to this state of things. Still, if the Government would indicate in advance the probable number of vacancies to be filled, both in the inside and outside services, it would have the effect to check, to some extent, the zeal of those who are under the impression that there is an unlimited number of situations in the gift of the Government.

It would not be fair to omit here an important statement. It is this: that Ottawa contributes to swell the list of candidates more than any other city in the Dominion. Two years ago, the number of successful Ottawa candidates almost equalled that of all the other cities of the Dominion taken together.

Superannuation.

The law governing superannuation of civil servants, seems to require reform. The pension fund is made up of a certain sum contributed by the Government and of abatements on the salaries of public officers to the amount of $2\frac{1}{2}$ per cent. It exists to the exclusive benefit of those who live long enough in the service to be placed on the retired list either on account of disabilities resulting from sickness or from old age. It seems unjust that one should be called on to contribute fourteen, fifteen or thirty years to the fund without any advantage to himself or family, if he should die on duty. A case in point is that of the late librarian, Mr. Todd, who died in the service after having contributed to the fund from its introduction. Many other cases of similar nature can be found. On the other hand, employees are sometimes pensioned after a few years' service and live for the remainder of their days on that fund.

It has been said that the very same law exists in England; yes, but with this very important difference: That in England the Government pays the whole amount of the fund, and can therefore dispose of it as they think fit.

If the employees were made to contribute $4\frac{1}{2}$ per cent to the fund, so as to ensure, in case of their demise while in the service, a certain sum to their families, a serious objection against the present law would be removed. It is impossible in a paper of this kind to give the subject all the consideration it deserves.

Library Expenditure.

The expenditure in the Library was as follows in 1882 and 1891:—

	Salaries.
1882.....	\$16,150 00
1891.....	16,352 00

Two clerks being added to the staff in 1885.

The illness of one of the clerks necessitated the employment of an extra clerk during the last session. A second extra clerk was also employed during the same period to compile the American catalogue.

I have the honour to be, Gentlemen,

Your obedient servant,

(Sgd) A. D. DECELLES,
General Librarian of Parliament.

4965. You do not approve of competitive examinations?—No. Of course, they would have the effect of checking a large number of the candidates, but I do not think the country would be prepared to accept that system, with our seven provinces, and our differences of race and religion, each section claiming its share of the patronage. I think it would be very difficult to introduce the system.

4966. You disapprove of the system because of the extent of the Dominion?—Yes, and also because I do not think it would always bring in the best men, and most qualified.

4967. But as a rule, all things being equal, are you of opinion that the young men who pass before you as an examiner, and who receive certificates, are about as fair a class to be appointed in the Civil Service as those nominated by the old plan of political influence?—I think so. I think the present system is better than what existed formerly, because there was then no examination at all.

4968. You believe in examinations to some extent?—I believe in entrance examinations to test the fitness of candidates seeking government situations.

4969. Is it not a fact, even in the case of these examinations which you hold, that many people try time and again before they succeed?—Yes, I have seen candidates come before the Board as many as four times. At every examination we have dozens of candidates coming up again who failed in one or all subjects at previous examinations.

4970. Are these candidates who try repeatedly, employed as temporary clerks?—Some of them have been; others, the larger number, are trying to be qualified to get in.

4971. Are they employed temporarily until they do pass?—A few have been employed to my knowledge.

4972. Then there is a hiatus of about a month, and they can come up at the next examination?—They can come up at the next examination.

4973. What percentage of candidates come up a second time?—In the whole list of candidates about 50 per cent succeed, and out of the 50 per cent that fail, there would not be more than 6 per cent that come again. I may remark that a good many of the candidates who come for examination do not intend to enter the Civil Service, but come in order to obtain a certificate. For example, the School of Dentistry of Ontario require their candidates to pass our examination.

4974. You are aware that your examinations open to the candidates doors that would otherwise be shut, even in the commercial world?—Yes.

4975. Have you any reason to suppose that the 6 per cent of those who fail are employed in the public service?—I am not aware of that.

4976. You generally hold the Civil Service Examinations in Montreal?—I have not done so for the last few years, because it interfered with my duties in the Library. I have not been in Montreal for the last five years for that purpose.

4977. Does much copying prevail in the examinations?—There were a few cases. At the last examinations held last November there were two cases, one in Ottawa, and one in Montreal.

4978. You have had some cases of personation also?—Yes, two cases of personation.

4979. We suppose, now that you have seen these things done, you will try to get identification?—Those who tried personation were found out. It is very hard to detect personation when the examination opens, because the examiner or sub-examiner does not know the candidates personally; but it is generally found out by comparing the writing, or by some of the candidates informing the examiners.

4980. Candidates can select the examination in their own language?—Yes.

4981. So that a French-Canadian can be examined in French?—Yes.

4982. Must he know English too?—It is not necessary.

4983. You have the superintendence, we presume, of the translation papers from English into French?—Yes.

4984. Is due precaution taken that these papers are kept secret while being printed?—Yes, we take all the precautions at our disposal. Of course, every year we ask the proper authorities to have more stringent precautions taken because there were two or three cases in which the papers were taken out of the printing office.

4985. Has there been any difficulty during the process of translation?—No. It is not the same translation that is given to the English and to the French candidates. We take two different papers.

4986. In the case of a promotion examination, when there is an English deputy and a French-Canadian clerk, the papers set by the deputy on the duties of the office go to you for translation, do they not?—Yes.

4987. And they are kept under your control until the candidate appears for examination?—As soon as the translation is completed, I hand it to the Secretary, Mr. LeSueur.

4988. You have no reason to believe that any of these papers have got out in the interim before the examination?—No. We have always taken the greatest precaution to prevent that.

4989. During the process of printing, certain papers have got out?—Yes. We have asked the Queen's Printer, as the best means of preventing a re-occurrence of that, to have a few cases sent over to our office, so as to have the printing done there. But the department could not consent to that; so, in the case of the last examination, we sent Mr. LeSueur's assistant to the printing office, where he remained while the type were set up and while the papers were printed. He remained there to read the proofs and to count the number of papers struck off; and as soon as they were printed he had them packed up and sent to Mr. LeSueur, so that we had no reason to suspect that the papers were sent out this year. Some of the printers sold the examination papers, although every effort was made in the department to prevent them. One took an impression on his shirt cuff. Others tried to remember them and write them out afterwards.

4990. Do you know what process is adopted in England to maintain the secrecy of the examination papers?—No. In France I think a large number of questions are prepared, and the examiners do not use them all. These questions are placed in a box before the candidates, and a certain number of questions are there and then drawn out.

4991. You buy a certain portion of the books in the Library?—Yes, my duty is to buy all old books on the history of Canada and the history of America, and all the French books in the Library.

4992. Do you get a discount on your purchases?—On the old books we do not, but on ordinary books we get from 15 to 20 per cent discount. We pay our agents 7½ per cent commission.

4993. How is the choice of books made that are to be bought? Is it left entirely to the librarians?—Entirely; during Mr. Todd's time several Senators and Members objected to this mode of selection, although I think he made the best selection that could be made. One year it was suggested that catalogues should be sent to them for the purpose of advising him in his work; but it was found out that all works indicated by these Members had already been bought by Mr. Todd. Since then the selection has been left entirely to the Librarians. The way I proceed is this; I get catalogues of books and I read the reviews of the different works in the magazines, and in this way I learn what books are of such value as to be worth purchasing.

4994. What kind of reviews do you refer to?—There are several periodicals that make a specialty of reviewing and criticizing books, such as the *Athenæum* and the *Academy*, the *Polybiblion*, *La Bibliographie*. It is easy to distinguish between a puff or advertisement and a serious review. Then, the name of the author is a good guide. Our rules limit us to one copy of each work, except in the case of Canadian publications, of which we can buy two copies. This is a wise rule, because the moment an author publishes a work in Canada he expects the Library to buy fifty or a hundred copies of his work.

FRIDAY, 22nd January, 1892.

Mr. JOHN J. MCGEE, Clerk of the Privy Council, was re-called and examined :—
4995. In your last examination you stated that there were other points which you would like to notice ?—Yes ; more especially with reference to my own department.

1st. Each department should attend to and complete in all respects the business which has been assigned to it, and the department should assume the responsibility and not leave it to be done piecemeal in the several departments, occasioning thereby great delay and inconvenience.

2nd. All payments by departments should be made by cheques, as far as possible, as I am opposed to the handling of cash in my department. Such cheques should be signed by the deputy head or some other officer appointed by Order in Council as a substitute for him ; and another officer whose duty it should be to ascertain the correctness of the accounts. This necessarily means the abolition of certificates. The deputy should not be laid open to certify to anything which may not at all times be true.

3rd. If the Civil Service Act should be retained in its present form, I would suggest the following changes :—

Section 47, requiring temporary clerks to present themselves for examination, should be amended by inserting at the end of the first subsection the words "if the department so determines."

I would further suggest an amendment concerning the salary paid to temporary messengers, which should be limited to a sum no greater than the maximum paid to a permanent messenger, instead of limiting it to \$400, as at present. Temporary messengers should be only required to pass such an examination as the department determines also.

4th. In my various answers to the questions placed before me, I have made no allusion to the confidential character of the Privy Council work, which is all of an exceptionally confidential nature. And this consideration should have great weight in dealing with the Privy Council Office.

4996. You think it should be optional with the department to decide whether temporary clerks should go up for examination or not ?—Yes ; because in my office there are men thirty-five or forty years of age who are first-rate officers, and I would not wish to be obliged to put them out if they failed to pass the examination.

4997. Is it not better to adhere to a good system instead of changing the system in order to make provision for certain individual cases ?—You know my views. I would wipe out the Civil Service Act, and build up a good Act from it. It is possible legally to get over that Act by dismissing a man who fails to pass the examination, and in a few days afterwards employing him anew. A temporary messenger should only be required to pass such an examination as the department determines, because a messenger needs to be a reliable man rather than a man of attainments.

4998. Have you said anything about the employment and classification of technical officers ?—I do not think so.

4999. What is your view on the subject ?—I consider that a permanent technical or professional man should be appointed by the Governor in Council, and that the employment of a temporary technical man should be determined by the Civil Service Board such as I suggested. I make that distinction. What I say in regard to requiring temporary clerks to present themselves for examination, I say in view of the retention of the present Civil Service Act. My remarks would not be at all applicable to a new system such as I think ought to be inaugurated. I am opposed to extra remuneration of every kind, even to the special votes by Parliament for any services rendered, with the exception of what may be authorized by special statutes or by the Civil Service Act.

Mr. H. H. BAILEY was recalled and examined :—

5000. Have you prepared your statement, showing the number of clerks in the Patent Office, their duties, etc ?—I have, and I submit the statement. The figures I got

from the clerks themselves. In the Patent Office there are no divisions, strictly speaking, but there are separate rooms, each with a first class clerk or some other clerk in charge, and half a dozen men under him. That is called a division.

STATEMENT SHOWING NAMES, DUTIES, RANK, YEARS IN SERVICE, AND SALARIES OF PATENT OFFICE EMPLOYEES.

- Room No. 1.—1. R. Pope, Deputy Commissioner.
- Room No. 2.—2. J. F. Dionne, Chief of Correspondence. First class clerk ; 24 years in the service, \$1,800.
3. A. Lévêque, registering all actions, and indexing patent cases. Second class clerk ; 17 years in service, \$1,200.
 4. J. W. D. Verner, endorsing applications for patents, and classifying for examiners. Third class clerk ; 10 years in service, \$950.
 5. J. W. Walsh, endorsing general correspondence, etc., for examiners. Third class clerk ; 10 years in service, \$550.
 6. W. O. Tremblay, assorting amended mail and acknowledging documents. Third class clerk ; 11 years in service, \$780.
 7. L. C. J. Veilleux, assistant to No. 6 and No. 3. Third class clerk ; 7 years in service, \$450.
 8. Mrs. Bowden, assistant to No. 2, and in his absence does his duties. Extra clerk ; 7 years in service, \$547.50.
 9. Miss H. Hamilton, index and note correspondence. Extra clerk ; 1 year in service, \$400.
 10. Miss F. S. Armstrong, copying reports of examiners and other copying. Extra clerk ; 1 year in service, \$400.
- Room No. 3.—11. W. J. Lynch, Cashier for Patent Office. First class clerk ; 25 years in service, \$1,550.
12. J. Gleason, assistant to No. 11. Extra clerk ; 3 years in service, \$365.
- Room No. 4.—13. J. H. Lyster, registrar of assignments of patents. Second class clerk ; 13 years in service, \$1,100.
- Room No. 5.—14. H. Casgrain, examiner of caveats. First class clerk ; 31 years in service, \$1,800.
- Room No. 6.—15. W. Hanright, chief of comparing duplicate applications and examining if in form. Third class clerk ; 10 years in service, \$950.
16. E. Copping, assistant to No. 15. Third class clerk ; 7 years in service, \$950.
 17. G. Bourret, assistant to No. 15. Extra clerk ; 8 years in service, \$547.50.
 18. V. Doran, assistant to N. 15. Extra clerk ; 1 year in service, \$365.
 19. —. Boissonneault, mails the Patent Office Record monthly. Extra clerk, \$456.25.
- Room No. 7.—20. D. Routhier, chief of this room and care of all original patents. First class clerk ; 31 years in service, \$1,500.
21. A. Taché, making Patent Record and translating titles of inventions. Third class clerk ; 12 years in service, \$900.
 22. Miss Reiffenstein, clerk of indexes of patents. Third class clerk ; 11 years in service, \$700.
 23. J. Morrison, making out patent deeds and general work. Third class clerk ; 10 years in service, \$780.
 24. F. Desjardins, photographer and blue print copyist. Third class clerk ; 11 years in service, \$700.
 25. H. Ross, the same as No. 23. Extra clerk ; 20 years in service, \$912.50.
 26. M. Casey, proof corrector, Patent Record. Extra clerk ; 9 years in service, \$730.

27. Miss Dorion, copying. Extra clerk ; 10 years in service, \$547.50.
 28. Miss Morency, copying. Extra clerk ; 8 years in service, \$456.25.
 29. C. Judd, copying and comparing. Extra clerk ; 1 year in service, \$400.
 30. T. B. Bassett, copying and comparing. Extra clerk ; 1 year in service, \$547.50.
 31. J. Kilgallon, copying and comparing. Extra clerk ; 1 year in service, \$400.
 Room No. 8.—32. T. McCabe, examiner of patents, first class clerk ; 19 years in service, \$1,400.
 Room No. 9.—33. H. H. Bailey, examiner of patents, first class clerk ; 7 years in service, \$1,400.
 Room No. 10.—34. A. E. Caron, examiner of patents, third class clerk ; 6 years in service, \$700.
 Room No. 11.—35. T. H. Morgan, model receiver and examiner. Extra clerk ; 3 years in service, \$600
 36. E. Armstrong, care of secret models and repairer. Extra clerk ; 1 year in service, \$456.25.
 Room No. 12.—37. J. Thomson, care of model rooms. Extra ; 9 years in service, \$600.
 38. D. Côté, messenger. 10 years in service, \$500.
 37 persons, not counting Deputy Commissioner.

PATENT OFFICE—PRESENT SYSTEM AND PROPOSED SYSTEM.

Present System.—The regular course of travel of an application for a patent.

1. To cashier.
2. To Verner, to endorse.
3. To Levêque, to enter in record book.
4. To Hanright, to compare.
5. To Dionne, to note action to be taken.
6. To Tremblay, to acknowledge and send receipt for fee.
7. To Walsh, to attach.
8. To Levêque, to note action in record book.
9. To Walsh, to classify for examiners, and charge to each examiner.
10. To examiners, respectively.
11. To Walsh, to check off examiners' books.
12. To Casgrain, for caveat examination.
13. To Levêque, to ascertain if model received.
14. To Morgan, to compare with model.
15. To Walsh, to note "Patent, May Issue."
16. To Deputy Commissioner to sign.
17. To Levêque, to note allowance in receipt book.
18. To Routhier, to be engrossed and indexed.
19. To Minister of Agriculture to sign.
20. To Deputy Commissioner to sign.
21. To Routhier, to number.
22. To Bowden, for mailing.
23. To Levêque, to note, "Mailed to applicant."
24. To Taché, one copy for preparation for *Patent Record*.
25. To Routhier, for filing for future use or reference.

Proposed New System.—The regular course of travel of an application for a patent.

1. To cashier and receipt for fees.
2. To endorse, attach and check off to examiners, respectively.
3. To examiners, respectively.
4. To Walsh, to check out of respective books.
5. To Routhier, to index and prepare for printer.
6. To return from printer to Routhier.

7. To Commissioner or Deputy Commissioner for signature.

8. To Routhier, to number and mail.

Remarks.—The general correspondence room will take care of the general business. Reports of the examiners of patents will be signed by the Deputy Commissioner, and be mailed in the general correspondence room. All of the minor details are simple and thoroughly practical. Number of persons, 22.

5001. Do you mean to say that every patent application has to pass through this channel?—Yes, every patent—that is, provided the application is in perfect form when it comes to the office. If it is found imperfect at any point it has to go back to the applicant, and when it returns it has to go through the same routine again. In the proposed system I reduce the process to nine.

5002. How many clerks would be required for that?—I do not recommend that that should be done immediately, because under this new system there is no question that the receipts from applications would be doubled, and with the same force or nearly the same force as at present. For the business we are doing at present I estimate that 22 clerks would be required instead of 37; and in that estimate I make allowance for doubling the number of examiners. That is the weak part of the whole system at present, because three examiners have to do all the business which this routine leads up to, much of which is perfectly useless and would not be allowed in any business establishment. I submit also a statement showing the cost of obtaining a patent in Canada under the present system, what the cost would be under the proposed system and the cost in the United States.

Cost of Obtaining a Patent.

Present system in Canada:—

1st. With application.....	\$20 00
2nd. Term of 5 years.....	20 00
3rd. Term of 5 years.....	20 00
	\$ 60 00

Disclaimer.....	\$ 2 00
Re-issuer, for each unexpired year.....	4 00
Caveat.....	5 00
Copy of patent (very expensive),.....	
Certified copy for seal.....	4 00
Applications rejected, return.....	10 00

Models furnished unless specially dispensed with.

Proposed system in Canada:—

With application.....	\$25 00
Patent, 17 years.....	25 00
	\$ 50 00
Disclaimer.....	00
Reissue.....	25 00
Caveat.....	5 00
Copy of Patent (in print).....	25

Out of printed cost.

Certified copy for seal.....	2 00
Applications rejected, return.....	15 00
	\$ 17 00

Models dispensed with unless specially called for.

United States System:—

With application.....	\$15 00
After allowance.....	20 00
Patent, 17 years.....	35 00
	<hr/>
Disclaimer.....	10 00
Reissue.....	30 00
Caveat.....	10 00
Copy of patent (in print).....	25
Application rejected, return.....	00

Models dispensed with unless specially called for.

Remarks.—The proposed changes in the Patent laws and fees I am prepared to back up with sound reasoning. I may say here that I have thoroughly thrashed out every change proposed with some of our best solicitors of patents. One solicitor of about thirty years' standing said, "If the Civil Service Commission can cause these changes to be made, they will earn the gratitude of the country, of the Government, and of the patent solicitors. Yes, and of all the inventors, too." Another prominent solicitor said that it would take about one year to thoroughly advertise, and the second year would see the receipts of the office nearly, if not fully doubled. A copy of patent obtained from the Canadian Patent Office sometimes costs large sums, varying according to the number of pages, and number of drawings. Our provision, calling for a model in every case, imposes a very heavy expense upon inventors. It is only once in a great while, when a model costs an immense sum of money, that it is dispensed with.

5003. Would there be any objection to making the fee for a patent \$35, as in the United States? It is a big jump from \$60 down to \$25?—At present we charge \$20 for five years, and most of the applications stop there.

5004. What objection have you against the fee of \$35, as in the United States?—We would not get so many applications and consequently the revenue would not be as great. Even at \$25, we would add about \$16,000 to the revenue on the present business alone. The solicitors with whom I consulted, and myself, went carefully into the question in regard to its effects on inventors, on solicitors, and on the Patent Office, and our conclusion was that \$25 was enough. In the United States patent reports, published weekly, the drawings are printed on the same page as the claims, so that both are found together, instead of being separated and the drawings put at the back, as in our Patent Record. The Auditor General's report for 1889-90, page B—170, shows that the printing of 1,103 copies of 3,727 patents cost \$16,369.43, or about \$4.40 for each patent printed. The United States *Official Gazette* for 1890, page 8, shows that the printing of 7,000 copies of 26,292 patents cost \$156,503, or about \$6 for each patent printed; and for this sum the whole specification is printed as well as single copies of each patent, with the drawings all complete; thus avoiding the necessity of a large body of clerks, copyists, comparers, &c., such as we have in the Patent Office here. These single copies of patent are sold to the public at 25 cents each; coupons are also sold at the rate of 10 for \$1.00, each coupon being good for a copy of a patent, which brings the price down to 10 cents each. For the \$6 they print a book with the claims alone, the single patents, giving the specifications and drawings complete, and all the patents with specifications and drawings in book form for reference. In Canada only the claims are printed in the Patent Record. We do not print the specifications. If a man wants a complete copy of a patent it has to be copied by hand, and he is charged 50 cents for the first page and 25 cents for each subsequent page. I tried to get an estimate from a printer of the cost of printing patents here in the same way as they are printed in the United States, and with the same quality of paper. He said he would not give me a minimum figure, but he would give me a figure which would not be exceeded; and his figure for printing each patent, with the specifications and drawings complete, was \$5 each, which is only 50 cents more than the present average cost, while at the same time

a great deal of the present routine in the office would be done away with. He finally said that there was no doubt that he could do the work for the same money. With that system, it is only three days after a patent is issued at Washington that it is laid on my desk in printed form in Ottawa. The patents are issued on Tuesday, and they are laid on my table on Friday. Our patents are printed in Montreal, and we are unable to get them in less than a month. The officials in the Patent Office may be working hard enough in their way, but under an improved system the work could be done with a much smaller staff. This could be easily brought about by not making any new appointments for a while, and the natural increase in the business of the country would level matters in a short time, and the business would be better done and a great saving effected.

Mr. LOUIS N. COSTE, called and examined :—

5005. You are the acting Chief Engineer of the Public Works Department ?—Yes.

5006. What was your experience as an engineer before you went into the department ?—After following the courses of the Polytechnique School in France, I went to England to practice my profession. There remained three years with Sir James Brunlees, then President of the Institute of Civil Engineers of England, being engaged in railway and dock works ; came back to Canada in March, 1883 ; was engaged for a short time on the staff of the Canadian Pacific Railway, and entered in the Department of Public Works in October, 1883, as assistant engineer in charge of a district, and acted as such until Mr. Perley fell ill, and have been acting Chief Engineer since, nearly two years.

5007. You have under your charge the construction and repairs of harbours and wharves, dredging, and construction of dry docks ?—Yes.

5008. You have the supervision of contracts ?—Yes ; those relative to the works above mentioned.

5009. Contracts are invariably let to the lowest tenderer ?—Generally, not invariably.

5010. You have some ideas with regard to the letting of contracts ; would you kindly state them ?—I believe that it has often been conducive to bad work, to let contracts to the lowest tenderers. I admit that it may be difficult to the head of the department to do otherwise ; but from an engineering point of view, it is a mistake, and not likely to result in good work being done, when the lowest tender is too low. I might be permitted to cite an example : In 1883, I submitted an estimate showing that a certain piece of work would cost \$18,000 ; the contract was given to the lowest tender for a trifle more than \$7,000. The result was that the work was not built in accordance with the plan and specification, and had to be rebuilt later on by day's labour. I contend that when the difference between the estimate of the engineer and the amount of the lowest tender is so great, the lowest tender should not be accepted, in spite of the security offered.

5011. Has that happened often in your experience with the lowest tender ?—It has happened several times, three or four times at any rate, during the short period that I have been acting chief engineer.

5012. Would you give the department the option of varying from the lowest tender ?—In all advertisements for tenders we state that the lowest tender will not necessarily be accepted ; but the difficulty lies with the Minister who does not care to assume the responsibility of giving a contract to any, but the lowest tenderer. Contractors are required to place in the hands of the department a certain security for doing good work, but although it does happen that a very low tenderer actually completes the work, it is my experience that generally the work is not done in the best possible way. The material is of poorer quality than should be the case, and the workmanship, although not actually had, is far from being first class. A contractor with a good fair price for a piece of work does not try to furnish inferior material or workmanship.

5013. You have resident engineers to inspect the work during progress?—Yes, we have district engineers.

5014. The difficulty you speak of is one that has been well recognized generally in regard to the rule of accepting the lowest tender?—Yes.

5015. And the rule is adhered to, notwithstanding that, in order that Ministers may be free from any suspicions of favouritism?—I believe that is the principal reason. My experience in Europe has been absolutely different. For example, in England, any company calling for tenders for a work would leave the tenders in the hands of their engineer, and generally accept his conclusions as to the advisability of accepting any one of the tenders. The same thing is done in the Public Works Department of France. Public tenders are called for, but they are awarded, not according to their respective value, but on their merit, on the report of the Chief Engineer. This system may place a great deal of responsibility on one man, but it is a question of confidence in the integrity and ability of the officer who deals with the tenders. To relieve the Chief Engineer of this great responsibility, it might be advisable to select two engineers on his staff who would with him make a joint report to the Minister on the relative value of the tenders, stating which one should be accepted.

5016. That could be done under Order in Council under the present system?—I suppose so, and if it was done it would, I think, relieve the Minister of all responsibility in regard to the awarding of the tenders.

5017. The Government do sometimes, by Order in Council, accept tenders which are not the lowest?—Yes; but very seldom, and only when the lowest tender is absurd, or when the lowest tenderer has on one or two previous occasions failed to do the work for which he had tendered.

5018. Do you effectually protect yourselves against contractors using inferior material through your district engineers?—We protect ourselves by close attention to the work. The district engineers and inspectors are instructed to look very closely after the work.

5019. And you are kept informed?—Yes.

5020. And if the work stops you carry it on yourselves?—Yes, generally; sometimes it is let again by public tender.

5021. Are the parties compelled to pay a fine?—They are supposed to lose their deposit, their security.

5022. Is it to your knowledge that they do lose it, or is it returned?—Contractors have lost their security in many instance, to my knowledge. Other times it has been returned to them.

5023. Is it returned for sufficient reasons, as a rule?—Yes; as a rule it is returned because the Government is not actually losing anything by the fact that the contractor fails to carry out the work for which he has tendered. Should it happen, for example, that a work is estimated at \$18,000, and the lowest tender is for \$7,000, the contractor may, after commencing the work, claim to have made an error in his tender, and in submitting his case begs that his contract be cancelled and his security returned.

5024. Is not that a sort of invitation to the man to come in again with another low tender when he loses nothing?—I should think that it is.

5025. Then you would advise that the deposit be forfeited in all cases?—Invariably.

5026. Do you not think, also, that if contractors knew that the penalty would be exacted, and that they would be kept to the specification, it would not be long before responsible contractors would cease to tender below a fair price?—I think it would be a very good thing to enforce the provisions of the contract in every way. As a rule responsible contractors do tender for work at fair prices; but there are a number of small contractors who tender for works without visiting the site of the proposed work, and who prepare their tenders absolutely with the help of the Auditor General's annual report, in which they find prices of material and labour. Some of these contractors have given the department a great deal of trouble. Others, however, to my knowledge, have completed their work at a loss sooner than throw it up and beg for their security to be returned to them.

5027. In these cases is it within your knowledge that the Government allows them something in the way of extras?—Not unless for good reasons, though some contractors have tendered very low on the supposition that changes would be made in the work, and that by means of extras they would get something to make the contract pay.

5028. Is it to your knowledge that a contract has been so altered?—Yes; but not for the purpose of giving the contractors an advantage, but generally because the plans have not been made correctly, the borings and soundings not showing actually the amount of work to be done. For instance, an engineer who is compelled to take his soundings or borings on the ice may estimate that a work will settle one and a-half feet, whereas the nature of the bottom is such that during construction for a cause or another, it actually settles five feet or more. In strict accordance with the contract contractors are liable for this settlement; but they always make claims, and in many cases of this kind their claims have been allowed. Personally I contend that it is not fair to hold a contractor responsible for a thing which he is not supposed to know, and which he is not capable of discovering beforehand any more than the engineer who makes the original survey of the work, and I consider that all the information should be given by the department in connection with all their works.

5029. You would guarantee it to the contractors?—I would guarantee that anything that is not shown on the plan or specified in the specification would be paid to the contractors at a fair rate—that of their contract, for example.

5030. You think that in the beginning the specifications and plans should be more perfect?—Yes, I believe that the original studies made for a proposed work should be made in such a way as to enable the department to get up plans and prepare specifications that would be almost absolutely perfect.

5031. If it were well known that the attitude of the Government was that a contract would admit of no loopholes and no unforeseen accidents, the contractors would soon fathom the matter?—Yes, undoubtedly, and the result would be that no claims could be made.

5032. And in building a railway would it be possible for the engineers to take such borings as would infallibly show the nature of the soil?—I believe it could be done on a railway, but I am dealing especially with the kind of work under the control of the Public Works Department, and I claim that if the surveys and examinations were properly made at the outset, there would be no occasions for extras in ninety-nine cases out of one hundred.

5033. Who makes the surveys?—The surveys are made by the engineers of the department, or by surveyors engaged for the purpose.

5034. Are they not competent?—The engineers are as a rule perfectly competent, but some of the surveyors, especially the land surveyors, have not generally sufficient experience to make surveys in connection with the constructor of public works. It is not generally a question of competence, however. The fault lies in this: That the engineers or surveyors are not given enough time to do their work, or are asked to do it at a wrong time of the year.

5035. Who has the responsibility of ordering these things without giving adequate time for the service?—The responsibility is difficult to place. Circumstances have arisen where the survey had to be done just before the session in order that an item for the work be placed in the estimates. The item having passed, the construction plan is made from the original survey and mistakes are discovered when it is too late.

5036. Are tenders very much lower than your estimates?—In the department, the tenders are as a rule 25 per cent lower than the estimates of the engineers, although these estimates are made without calculating on any profit, so that it is evident that the contractors either hope from some changes which will give them a chance to recoup themselves, or that they intend to use material of an inferior quality than what is specified.

5037. Unless your estimates are too high?—As a rule our estimates may be taken as fair average estimates of the cost of a piece of work without profit, because the department doing a large amount of work by day's labor the district engineers are well posted with regard to prices of material and value of workmanship.

5038. It is not so much the fault of the engineer making the survey, as the short time at his disposal and the wrong time of the year in which the survey is made?—Quite so, for example, to send an engineer to-day into Shelburne County or Queen's County, or anywhere on the Atlantic coast, with orders to make a survey for the construction of a wharf in a week or less, is asking him to do something very difficult. There may happen to be a storm, and he may be obliged to take soundings or borings without the accuracy necessary to prepare plans.

5039. Do you make any representations on that point to those who ask you for these hasty things?—Yes, it has been my practice to do so, but persons not of the profession are liable to be a little severe on complaints of this kind.

5040. Do you let any contracts, giving the contractor a percentage on the capital he has expended?—I do not think that it has ever been done in the department.

5041. You have some idea about the employment of a purchasing agent?—I had when I was a district engineer in Ontario, where nearly all the works are easily accessible by railway or water communication, but since I have had charge of the Chief Engineer's Branch in the Public Works Department, I have come to the conclusion that a purchasing agent would be an impossibility. One man could not do a tenth or a fifteenth of the purchasing we have to do. The department does a great deal of work in remote districts, especially in Nova Scotia, New Brunswick, British Columbia and Prince Edward Island, small works, repairs to wharves or breakwaters, for which from \$1,000 to \$5,000 is voted. Most of these works we find impossible to let by contract for the reason that it is difficult, even impossible to an engineer to prepare a plan and specification which would cover all the work required, however careful he may be in making his examinations. For example, in repairing a wharf it often happens that we have to cut it up considerably and take it to pieces before the amount of repairs required is determined. Doing work of this kind by day's labour makes it imperative for us to purchase materials. We find generally that we can do work of this kind just as cheaply, if not more cheaply, by day's labour than we could by contract, especially when the work is of small magnitude, as then the whole of the appropriation is actually spent on the work, and no portion of it goes to a contractor for profits. All the material necessary for work of this kind is generally purchased by the foreman in charge of the work under the superintendence of the district engineer who prepares a bill of the materials required, and instructs the foreman to purchase them as near as possible to the work, and at as reasonable prices as possible. The prices are looked over by the engineer. The accounts duly certified are sent to Ottawa, where they are examined by the Chief Engineer, who certifies also to their correctness, and when it happens that prices seem exorbitant to him the accounts are returned to the district engineer for explanation. This system works very well, because the foremen appointed by the Members of Parliament or persons who have the patronage in the county where they work is being performed are as a general rule honest and competent mechanics. However, I am compelled to say that my experience has been that if good foremen are generally appointed to take charge of work done by day's labour, such is not the case with regard to inspectors appointed to look over the work done by contract. These inspectors are, as a rule, political supporters of the persons having the patronage, and that is their only qualification, and yet it is very important to have good inspectors on works which are done by contract, because in a large district where the engineer has twenty or thirty works to look after it is not possible for him to give very much of his time and attention to one particular piece of work.

5042. What do you mean by the patronage you mentioned just now?—When a work has been decided upon, and the contract has been let, it becomes necessary to have an inspector placed in charge of the work who will give the whole of his time to the work in order that the contractor may be made to carry out the work in strict accordance with the plans and specification. The appointment of this inspector is the "apanage" of the Member or of another person who is said to distribute the patronage. Some of these persons are very conscientious in the choice of these inspectors. Others neglect to make themselves fully cognizant of the capacity of the inspector which they recommend.

5043. Does the work suffer materially in consequence of that?—Yes, sometimes it does. It happens that the work has been going on for three or four weeks before the district engineer is able to visit it, and when he does he finds that certain alterations have been allowed by the inspector, which necessitates the work being undone. And this enables the contractor to make a claim on the ground that he had been permitted by the inspector to make the alterations in question.

5044. Can you suggest any remedy to cure that evil?—The only remedy would be to leave the choice of the inspectors to the district engineers, as they generally know the character and ability of the men they would employ.

5045. Are there any suggestions which you would like to make from your past experience in the interest of the department and of public expenditure?—I believe that the present organization of the department is good, but that certain changes might be made which would assure better work and better control of the expenditure. The Chief Engineer has in my opinion too much clerical work to do to the detriment of a close superintendence of the most important works. The Chief Engineer should simply superintend the office work in turn with a good competent assistant chief engineer, and should have time to inspect personally the greater part of the works. Without proper inspections by the chief or a competent assistant, it is evident that too much discretion and power is left to the district engineers; and to demonstrate the necessity of these inspections, let me cite an example: It happened lately that certain works, which were under the superintendence of a district engineer, were placed under charge of another district engineer. A certain contract work was just about completed when the second engineer inspected it for the first time, being called upon to give a final estimate. After a minute inspection he reported that in his opinion the work had not been built in accordance with the contract, and that he could not conscientiously accept this work. The first engineer was then asked to make the final inspection, and reported that in his opinion the work was built in accordance with the plan and specification, and that he was prepared to sign the final estimate notwithstanding the objections of his colleague.

5046. In a case of that kind do you not think that when made cognizant of the facts you should send a more responsible officer to examine the work?—The step I took was similar to the one you have suggested. Having no assistant chief engineer, I sent an engineer whom I considered a competent man, to report the facts. He is making his examination at the present time. But had not the change of districts taken place the mistake, if there has been one, would never have been discovered.

5047. In final estimates, should you accept the decision of the district engineer without having him to a certain extent controlled by another man?—In my opinion the Chief Engineer and the assistant chief engineer should make the inspection of all works, and if they could not suffice to do the work, an assistant from headquarters, or one entirely foreign to the work, should make the inspection of the work before a final estimate is given.

5048. There is an expenditure of about \$160,000 for dredging. Do you think any reduction could be made in that?—No, in fact I believe that in the interest of navigation it will be necessary at no distant date to materially increase this expenditure. In the Maritime Provinces, the department owns all the dredges. And although the dredging may appear to cost a great deal, it must be remembered that dredging in any of the ocean ports in the Maritime Provinces is a very uncertain venture. It may happen, for instance, that a dredge is compelled by storm to lie idle for weeks, or that she may not be able to work more than two or three hours a day owing to the state of the tide, so that the expense is necessarily very great.

5049. In the Bay of Fundy, you can work only as the tide allows you?—Yes, sometimes not more than one hour per day. The dredges are, however, giving good results, and generally the men are kept fully employed.

5050. Do you have them keep a diary and report to you?—The captains of the dredges report every week, stating what the dredge has done day by day.

5051. Is your engineering staff at headquarters too large, or can you make any reduction in it or some change that would promote economy?—With the present system

of district engineers the staff is not too large. In my opinion however, the district engineers in Ontario and Quebec should be abolished, and a staff of good, competent engineers established at Ottawa. They might have a little more travelling to do, to go on their respective works; but the department would control them much better and could utilise their services at any time for inspection of works in the other provinces. I may mention here that my present Minister has asked me to give him a project for the reorganization of the branch of the Chief Engineer, embodying these ideas, which he believes would assure a better control of the works and expenditure; and to show the necessity for a reform of this kind I might say that the works carried on by the district engineers in British Columbia have never been inspected by an officer at headquarters. I believe that this district engineer is a competent, honest and able engineer, but the fact remains that hundreds of thousands of dollars have been spent in British Columbia under his superintendence, and that his works have never had an inspection. Mr. Perley went to British Columbia, but only in connection with the Esquimault Graving Dock, and not in connection with the general works done in the province.

5052. By this system of district engineers might it not be supposed that a great deal of their time that is paid for by the Government is not employed to advantage?—Yes, and it is very difficult to do otherwise. If an engineer is steadily employed for eight or nine months, and work becomes a little slack in his district for the next three or four months he cannot very reasonably be asked to leave and give up his salary.

5053. These men are paid an annual salary?—They are paid the whole year round, some by the month, others at so much per day.

5054. If you had an assistant chief engineer would you need a chief clerk in your branch?—Yes, at the present time the chief clerk, Mr. Steckel, does work both for the chief architect and the chief engineer.

5055. He does the estimates?—He prepares all the estimates.

5056. But your assistant chief engineer would be really an officer standing in the position of chief clerk?—I would keep the chief clerk; the assistant chief engineer would look after the draughting branch when not inspecting works or engaged on a special important piece of work.

5057. The chief clerk would look after the correspondence?—Yes, as well as after the estimates of the chief engineer's branch.

5058. You would not need more than one first class clerk?—One first-class clerk would be sufficient if assisted by two second class clerks and two third class clerks.

5059. You would organize your branch so as to have an Engineering Branch, a Correspondence Branch and a Draughting Branch?—Precisely.

5060. Do you need all the draughtsmen you have at present?—We can employ them all the time, but if they were first class draughtsmen, I believe the number could be reduced by four or five.

5061. Are the salaries high enough to get first class draughtsmen?—In this country it would be necessary to pay higher salaries to get first class draughtsmen. In England or France the salaries paid here would be considered very high. In Canada a good draughtsman considers himself a professional man. The Canadian Pacific Railway have paid as much as \$3.50 to \$4 per day to good draughtsmen. The highest paid in the department is \$3 per day.

5062. You say some of your draughtsmen are indifferent men?—Yes.

5063. How came they into the service? Was it by the recommendation of the Chief Engineer?—I cannot say; with the exception of two they were all in the service before I came to the department, but I do not think many of them were appointed on the recommendation of the Chief Engineer.

5064. The salaries you quoted as being paid by the Canadian Pacific Railway Company are paid only during employment, not all the year around?—All the year around in the office at Montreal, but they are only paid for first class men. My opinion is that some of our draughtsmen are overpaid, and that others might be paid a little more.

5065. Is there any difference in draughting in railway work and in the engineering work in your department, or any reason why the one should command a higher price

than the other?—No, most of the work they have to do is copying plans on tracing cloth or paper. The standard for draughtsmen is not as high in Canada as it is in England or France. There an engineer makes a sketch, hands it to the draughtsman, who gets up a good plan from it. That could not be done here with the average draughtsman. As a matter of fact, I believe that only one of our draughtsmen in the department could undertake a work of that kind. The others are mere copyists, and some of them receive \$2.25 per day, which I consider ample pay for the class of work they do.

5066. A dollar a day is the initial price of a draughtsman on the Canadian Pacific Railway, coming from the Military College?—I believe that it is.

5067. Is there any necessity of making the draughtsmen permanent officers, or would it be better to employ them temporarily and pay them by the day according to the value of their work?—Three or four competent draughtsmen should be permanently employed, and the others might be put on and off as required. At times, especially when the contract plans and the estimates are being prepared, extra draughtsmen would be required, but a good half a dozen men would do the whole of the work of the office in ordinary times. In this way five or six might be dispensed with.

CHIEF ENGINEER'S BRANCH.

Name.	Position.	Salary.
		\$ cts.
L. Coste	Acting Chief Engineer	3,000 00 per annum.
<i>Permanent Staff.</i>		
R. Steckel	Chief Clerk—Estimates	2,350 00 do
F. C. Lightfoot	1st Class Clerk	1,650 00 do
D. C. Taché	1st do and chief Draughtsman	1,400 00 do
S. E. O'Brien	2nd do Index	1,300 00 do
I. C. Blais	2nd do	1,100 00 do
R. J. Robillard	3rd do and Draughtsman	750 00 do
<i>Non-Permanent.</i>		
James Howden	Superintendent of dredging	2,500 00 do
F. M. Hamel	Assistant Engineer	5 50 per day.
E. D. Lafleur	do	5 50 do
G. L. Bourchier	do	5 50 do
W. B. Snow	do	4 00 do
F. W. Cowie	Hydrographic Surveyor	100 00 per month.
Emile Smith	Draughtsman	3 00 per day.
Joseph Aubé	do	3 00 do
Israël Marion	do	2 75 do
J. H. Roy	do	2 75 do
N. Moffatte	do	2 50 do
P. Drapeau	do	2 50 do
A. E. B. Lane	do	2 50 do
C. F. Chaloner	do Estimates	2 50 do
V. Bélanger	Checking Clerk	2 25 do
J. McG. DesRivières	Draughtsman	2 25 do
H. J. Friel	Clerk—Estimates	2 25 do
J. A. Chabot	Draughtsman	2 00 do
C. C. Hampshire	Checking and Copying Clerk	2 00 do
Joseph Gobeil	Type-writer	2 00 do
J. W. Fraser	Draughtsman	2 00 do
E. Juneau	Junior Draughtsman	1 00 do

PUBLIC WORKS STAFF.—ENGINEERS.

Name.	Place.	Salary.	Position.
<i>Maritime Provinces.</i>			
		\$ cts.	
E. G. Millidge	Antigonish	5 00 per day	District Engineer.
C. E. W. Dodwell.....	Halifax	150 00 per month...	do
J. C. Allison.....	St. John	5 00 per day	do
J. B. Hegan.....	do	5 00 do	do
E. T. P. Shewen.....	Cape Tormentine	150 00 per month...	Engineer in charge.
Rupert Greenwood	Halifax.....	50 00 do	Accountant to Mr. Dodwell.
G. A. Day.....	St. John.....	100 00 do	Assistant.
W. D. McCordock	do	150 00 do	Superintendent of dredging
T. H. Adams	do	72 00 do	Clerk.
D. H. Waterbury.....	do	80 00 do	do
Joseph Ewing.....	do	85 00 do	Paymaster.
<i>Quebec.</i>			
Joseph Rosa.....	Quebec	5 50 per day.....	Resident Engineer.
Thos. Breen	do	5 50 do	do
C. E. Michaud.....	St. André de Kamouraska	5 50 do	do
Thos. Berlinguet.....	Three Rivers.....	5 50 do	do
John Bourgeois.....	do	50 00 per month...	Assistant Engineer.
<i>Ontario.</i>			
Wm. Murdoch	Port Arthur	185 00 do	District Engineer
G. E. Perley.....	Ottawa	150 00 do	Assistant do
E. B. Temple.....	Toronto	170 00 do	Engineer in charge.
Kelly Evans	do	120 00 do	Assistant Engineer.
H. A. Gray.....	do	6 85 per day	District do
W. G. Warner.....	do	4 00 do	Assistant do
<i>Manitoba.</i>			
W. F. Gouin.....	Winnipeg.....	5 50 do	District Engineer.
Arthur St. Laurent	do	4 00 do	Assistant do
<i>British Columbia.</i>			
F. C. Gamble.....	Victoria.....	186 66 per month...	District Engineer.
C. N. Macdonald	do	130 00 do	Accountant.
Reginald Gunn.....	do	65 00 do	Clerk.

SAGUENAY SLIDE.

Name.	Position.	Salary.
		\$ cts.
*Arthur Boulanger.....	Superintendent.....	475 00 per annum.
Calixte Fortier.....	Assistant Superintendent.....	30 00 per month.

ST. MAURICE.

*Chas. Lajoie.....	Superintendent.....	1,200 00 per annum.
*J. B. Normand.....	Assistant Superintendent.....	3 00 per diem.
N. Dagneau.....	Paymaster.....	50 00 per month.
C. Lymburner.....	Foreman.....	565 00 per annum.
Jos. Page.....	Boom-keeper.....	469 50 do
*Arthur Rousseau.....	Deputy Slidemaster.....	3 00 per day.
Louis St. Onge.....	Assistant Slidemaster.....	365 00 per annum.
Charles Langlois.....	Foreman.....	535 00 do
*Théo. Larue.....	Boom keeper.....	2 00 per day.
*F. Lacroix.....	Assistant keeper.....	469 50 per annum.
Arthur Pellerin.....	Boom keeper.....	365 00 do

* NOTE—Before a name implies that this officer contributes to the Superannuation Fund.

OTTAWA RIVER WORKS.

*G. P. Brophy.....	Superintendent Engineer.....	2,500 00 per annum.
*D. Scott.....	Assistant and Accountant.....	1,500 00 do
C. Leduc.....	Paymaster.....	1,200 00 do
T. Kent.....	Measurer and Draughtsman.....	850 00 do
J. C. Scott.....	Clerk.....	700 00 do
W. Kane.....	Messenger.....	500 00 do
J. Soulière.....	Foreman Carpenter and Deputy Slidemaster.....	800 00 do
NOTE—The above form the staff at headquarters.		
John Harvey.....	Deputy Slidemaster, Arnprior.....	500 00 do
*A. McEwan.....	do Roche Capitaine.....	480 00 do
*J. S. Rowan.....	do Petewawa.....	480 00 do
*J. G. Poupore.....	do Black River.....	480 00 do
*Duncan Carmichael.....	do Calumet.....	480 00 do
*David MacFarlane.....	do Chats.....	480 00 do
Patrick Barry.....	do High Falls.....	469 50 do
John Middleton.....	do Carillon.....	438 20 do
*Wm. Thomson.....	do Mountain.....	391 25 do
*D. McLaren.....	do Portage du Fort.....	391 25 do
*John McDonald.....	do Hull.....	391 25 do
*Alex. Proudfoot.....	do Coulonge.....	313 00 do
*Hugh Grant.....	do Dumoine.....	300 00 do
H. R. Downey.....	do Des Joachims.....	300 00 do
J. J. French.....	do Upper Petawawa, for 3½ months.....	200 00 do
A. Lacroix.....	do do do.....	200 00 do
Isidore Lafrance.....	do do do.....	200 00 do
A. H. Johnson.....	Boommaster, Cheneaux.....	500 00 do
*D. Noonan.....	do Gatineau.....	500 00 do
Joseph McCrean.....	do Springtown.....	300 00 do
Joseph Dufault.....	do at mouth of Dumoine, for 3½ months.....	200 00 do
G. F. Johnston.....	Assistant Boommaster, Cheneaux.....	350 00 do
One Supernumerary.....		350 00 do

* NOTE—Before a name implies that this officer contributes to the Superannuation Fund.

TRENT WORKS.

R. B. Rogers.....	Superintendent.....	By P. W. Dept.	600 00 per annum.
G. H. Giroux.....	Clerk.....	do	300 00 do
C. Armstrong.....	Slidemaster.....	do	200 00 do
John Ingram.....	do.....	do	200 00 do
W. H. Hall.....	do.....	do	100 00 do

LEVIS DOCK.

Name.	Position.	Salary.
		\$ cts.
W. Valiquet	Dockmaster, salary.....	\$1,800 00
	House rent	200 00
		2,000 00 per annum.
Henri Lamontagne.....	Foreman	83 33 per month.
W. Macdougall.....	Mechanical Engineer.....	75 00 do
Nap. Lemelin.....	Assistant Mechanical Engineer.....	45 00 do
Marc. Lemelin.....	Fireman	32 00 do
Jos. Morin	do	32 00 do
Thos. Chabot.....	Night Watchman	45 00 do

ESQUIMALT DOCK.

John Devereux.....	Dockmaster.....	166 66 per month.
A. C. Muir.....	Engineer.....	100 00 do
Wm. Muir.....	Assistant Engineer.....	75 00 do
A. D. Grieve	Carpenter	80 00 do
F. N. Jones.....	Stoker.....	60 00 do
A. McNiven	do	60 00 do
John Boyle	Labourer.....	50 00 do
Wm. Young	do	50 00 do
John Stock	Night Watchman	50 00 do

OTTAWA, 29th December, 1891.

SIR,—In reply to your letter of the 21st instant, I have the honour to transmit herewith, for the information of the Civil Service Commissioners, replies to their questions respecting the working of the Civil Service Act.

I have the honour to be, Sir,

Your obedient servant,

(Signed) S. P. BAUSET,

Acting Deputy Minister of Fisheries.

J. H. FLOCK, Esq.,
Secretary, Civil Service Commission,
Ottawa.

5068. Give the number and cost of permanent staff at Ottawa, of the department of which you are deputy, in 1882 and 1891, respectively. Also, the number and cost of extra clerks or other officials in all its branches, whether paid out of Civil Government funds or otherwise, in 1882 and also in 1891?—A comparative statement showing the number and cost of the permanent and outside staff of the Fisheries Department; and number and cost of extra clerks in 1882 and 1891 is attached. (Appendix A.)

5069. How should the Board of Civil Service Examiners be constituted, and what should be their power?—The Board of Civil Service Examiners should, in the opinion of the undersigned, be composed of persons who are not members of the Civil Service. Their duties should be the same as now.

5070. Should all appointments be the result of competitive examination?—All appointments should be the result of competitive examination.

5071. What, if any, appointment should be made without examination? Should there be an age limit in the case of all appointments; and state what, in your opinion, the maximum and minimum ages should be?—There should be an age limit; the maximum 35 or 40 and the minimum 18.

5072 Should deputies be appointed during pleasure or during good behaviour?—Should the responsibilities and powers be extended, and if so, in what direction?—

deputies should be appointed during good behaviour. Their responsibilities and powers should remain as they are now, and not be extended.

5073. Should there be any third-class clerks at all? If so, what should be the limitation as to salary? Is the present maximum (\$1,000) too high? Should there be an intermediate class, ranking lower than second and higher than third?—The present classification is all that is required.

5074. In adding for optional subjects should there not be some understanding that the optional subjects were necessary in the duties of the office to which the appointment is made?—Certainly.

5075. Are the recommendations for increases of salary always made with due consideration, or are they in a very large measure perfunctory?—There may possibly be room for improvement on this point, although I do not see any in this department.

5076. Is it desirable to have an annual fixed date at which all increases of salary should take effect?—No.

5077. Should there be general preliminary examinations for all departments, or should there be special preliminary examinations for each department?—There should be general preliminary examinations. Special preliminary examinations would only complicate matters, without corresponding benefit.

5078. How and by whom is the selection made from the list of qualified candidates in your department?—By the Minister.

5079. Did you ever report against an official during the term of probation, and was another trial allowed, as provided in section 36, sub-section 2?—Not to my knowledge.

5080. What is the practice in your department in regard to the appointment of persons having professional or technical qualifications, and have you ever had an examination held in any such case?—No such appointments have been made in this department.

5081. Is it desirable to have promotion examinations, or if not, what would you recommend to be substituted?—Promotion examinations are very desirable.

5082. Is it desirable to make to the Civil Service Board a yearly estimate of the vacancies likely to occur during the year?—No; as these estimates are very seldom realized.

5083. If promotion examinations are deemed desirable should the officers earning the higher number of marks be the successful candidates, or should the promotions be made on the report of the head of the department, based on the recommendation of the deputy head?—On the report of the head of the department, based upon the recommendation of the deputy head, having regard to length of service and merit.

5084. Should not promotions be made by Order in Council?—Yes, on the report of the head of the department to such effect.

5085. Did the head of the department ever reject any man who has been promoted?—No officer of this department was rejected, after being promoted.

5086. Has any officer in your department after being promoted turned out to be incapable, and was the attention of the head of the department called to the case, and was such promotion cancelled?—Neither has any turned out to be incapable after being promoted.

5087. Are exchanges ever made for the convenience of officers, and not for the benefit of the departments concerned?—No exchanges of positions are made in this department.

5088. Should the temporary clerk or writer class be extended, or limited or abolished?—Temporary clerks should not be abolished.

5089. Have you given any thought as to the desirability of having a junior division or boy copyist class?—A boy copyist class is undesirable.

5090. Under the present system, in what manner do you ascertain the necessity of employment of extra clerks?—Extra clerks are employed when the pressure of office work imperatively demands it.

5091. Do you invariably select from the list of passed candidates; if not, are enquiries made as to the fitness of persons who are on such lists?—Extra clerks are selected by the head of the department. I cannot say whether extra clerks are invariably selected from the list of passed candidates.

5092. Have you any women clerks employed in your department?—No women clerks are employed in this department. There is no place where they could be advantageously employed.

5093. Should there be a general provision for equal leave of absence for all classes, or should not length of service, nature of appointment and responsibility of office be factors in considering the extent of leave to be given?—Leave of absence should be equal for all classes.

5094. Should not leave of absence be compulsory?—The matter should be left to the discretion of the head or deputy head of the department.

5095. Should there be a limit, and if so, what, in the case of leave on account of sickness?—Prolonged leave of absence on account of sickness after a certain period, say six months, should be dealt with by the Treasury Board.

5096. Has the business of your department suffered, and to what extent, through the granting of leave of absence to officers on account of sickness or otherwise?—This department has occasionally suffered through the absence of officers on account of sickness.

5097. In your department have any abuses prevailed as to the granting of leave of absence?—No abuses prevail in this department with regard to the granting of leave of absence.

5098. Should there be a system of fines for small offences?—A system of fines for small offences is undesirable.

5099. Is it desirable to reinstate an official who has resigned his appointment without the recommendation of the deputy head?—An official who has resigned should not be reappointed without the recommendation of the deputy head.

5100. Should any test of competency to perform the required duties be shown, and is it necessary to appoint at the same salary?—Test of competency should be given, and the applicant to the vacancy appointed at the same salary.

5101. Do you strictly observe the law regarding the attendance book?—The law regarding the attendance book is strictly observed in this department.

5102. Do all your officers sign the book?—All the officers sign the book.

5103. How do you deal with those who are late in attendance?—None are late in attendance.

5104. Have you any suggestions to offer regarding the Civil Service Act in general or as to your own department in particular in connection therewith?—I have no suggestions to offer in connection therewith.

5105. Have many changes in the character and extent of the service required in your department occurred since the passage of the Civil Service Act, and have, as a consequence, the duties in your department or of any branch or any officer of your department been varied?—The duties of this department have more than doubled since its formation in 1884.

5106. Have any persons found their way into the service of your department who either from defects existing at the time of their appointment or from advanced age or from bad habits are ineligible for retention in the service?—No.

5107. Are the number of persons employed in your department out of proportion to the increase of work?—The number of persons employed in this department is insufficient for the increase of work.

5108. Has the work of your department increased beyond the capacity of the permanent staff, and if so, has it led to the employment for lengthened periods of temporary clerks, and has the rate of remuneration of these temporary clerks been increased from time to time?—The work of this department has increased beyond the capacity of the permanent staff. It has led to the employment for lengthened periods of temporary clerks. Their rate of remuneration has not been increased.

5109. Is it desirable for officials to sign the attendance book when leaving the department for any purpose?—There is no occasion for officials signing the attendance book when leaving the department, if the necessary permission be obtained from the deputy head.

5110. In your opinion, are the office hours, 9.30 to 4 p.m., sufficiently long, or could they be extended in your department with advantage?—The office hours, 9.30 a.m. to 4 p.m., are sufficiently long, if no intermission occurs. Officers in this department work until 5 p.m., and even later when required to do so.

5111. Is it desirable that the officials should leave the department for luncheon?—The undersigned is of the opinion that going out for luncheon is undesirable.

5112. Do all your officers leave for luncheon at the same time? If that is the practice, is an arrangement made whereby the business of the department does not suffer through their absence? What length of time is given for luncheon?—Only a few of the officers of this department go out for luncheon. The business does not suffer during their absence. They stay about one hour, and make up after four.

5113. Do you take care to ascertain that the length of service recorded in the Civil Service List is correct in the case of the officials attached to your department, and that in case of those officials who come under the provisions of the Superannuation Act such service is only entered as would be counted for superannuation?—Particular care is taken to ascertain the actual length of service entitling officers of this department to superannuation.

5114. In your department are the officials generally aware of the Treasury Board Minute of the 28th of January, 1879, respecting the use of political influence; is its spirit generally observed; and in case of infraction has the attention of the head of the department been called thereto?—The undersigned is not aware of violations of the Minute of the Treasury Board of 1879 respecting use of political influence.

5115. Is it desirable that a fixed daily allowance should be given for travelling expenses, or would it in your opinion be preferable to reimburse the actual outlay incurred?—It would be preferable that travelling expenses be paid on the basis of the actual outlay incurred.

5116. Do you make in your department the same allowance for travelling expenses to all classes of officials and for all services, or do you discriminate, and to what extent?—In this department inside officers are paid in accordance with the rules of the Treasury Board; outside officers are on the actual outlay incurred.

5117. In your opinion is a Superannuation Act necessary in the interest of the public service? If you deem it necessary, do you consider it advisable to restrict the operations to certain classes of officials having distinctive duties or otherwise?—As superannuation is in the interest of the public service, it would be inadvisable to restrict its operation to certain classes of officials.

5118. Do you consider the ten-year term sufficient, or would you increase the number of years to be served before an annuity be granted?—The term of years to entitle one to an annuity might with advantage be increased.

5119. Do you consider as a rule the age of 60 years to be a proper age for retirement?—The age of 65 is a proper one for retirement.

5120. Would you deem it advisable to have all officials retire at a certain age, and what would be your view as to the age?—It is not desirable that all officials be compelled to retire at a certain age.

5121. Would you grant the option of retirement to any official who wishes to retire from the service, and at what age should this option be fixed?—Retirement from service should be made optional, such option being fixed at the age of 60.

5122. Should any term, in your opinion, be added to the actual term of service of any official to be superannuated, however he may have been appointed?—No term should be added to the actual term of service of any official to be superannuated, except for very exceptional reasons.

5123. In your department has the additional term or portion of additional term been granted solely to officials appointed to high offices for technical qualifications, to

officials whose office has been either abolished or who have been retired for reasons of economy ; or has the additional term been granted in any case to officials who entered the service after the age of 30 years, and who never did anything but clerical work?—No additional term has been granted in this department.

5124. Do you consider it proper that abatement for superannuation purposes be deducted from the salaries? If so, do you consider the present percentage sufficient, or do you consider that it would be desirable, in the interests of the public service, to increase the percentage, in order to provide (a) that if no superannuation takes place through death or any other cause the official, or his representatives, should be reimbursed for the abatements deducted from the salary; or (b) that the officials who are superannuated might have the alternative of accepting a commutation in lieu of superannuation to the extent of the abatements paid by them?—The abatement for superannuation purposes should be deducted from the salaries, as at present arranged. The percentage is sufficient.

5125. Would it be desirable to have a system of insurance in connection with superannuation?—An optional system of insurance should be established, separate from the Superannuation Act.

5126. In cases of dismissal or resignation, in your opinion should the abatement deducted from salaries for superannuation purposes be refunded?—After an approved term, say 20 years, no civil servant, whether dismissed or resigning, should totally lose his interest in superannuation, unless his offence is of the gravest character.

5127. In your department has it ever been recommended that a diminution of the allowance should be made on account of the services of an official having been considered unsatisfactory?—No such recommendation has ever been made in this department.

5128. Do you deem it advisable to allow any extra term of service to any officers removed to promote efficiency or economy, or for any reason at all?—No; unless for every exceptional and well founded reasons.

5129. When once a superannuation is effected, do you consider it desirable to retain the power to call back to the service the person superannuated, and at what age would you place the limit?—There seems to be no necessity for retaining such power. If there be, it would appear difficult to name any limit of age.

5130. Are there any suggestions you would wish to offer with respect to the Superannuation Act, or the working thereof?—I have no further suggestions to offer regarding the Superannuation Act.

5131. Is your department divided into branches? Give particulars, including the name of the person in charge of each branch, the number of officials in the same, grading them, and describing generally how the duties are allotted in each branch?—There are four branches in the Department of Fisheries, divided as follows:—

1. Chief Clerk's Branch.

S. P. Bauset, chief clerk	\$2,400 00
R. N. Venning, first class clerk	1,500 00
J. S. Webster, second class clerk	1,300 00

Mr. Beauset, as chief clerk, has general control of this branch, and acts as Deputy Minister during the latter's absence. Mr. Venning attends to correspondence generally and to the preparation of reports to Council, answers to Imperial despatches, etc.

Mr. Webster looks after the issue of fishery licenses and keeps a record of the same.

2. Correspondence and Record Branch.

C. Stanton, second class clerk	\$1,400 00
A. H. Belliveau do do	1,200 00
J. A. Murray, third do	850 00
J. W. Watson, extra do (8 years)	730 00

Mr. Stanton, as officer in charge of this branch, has the oversight of the work coming under the head of correspondence and records.

Mr. Belliveau does general work and prepares the statistics for the annual report.
 Mr. Murray, register clerk, records all correspondence.
 Mr. Watson, type-writer.

3. *Accountant's Branch.*

F. H. Cunningham, accountant, third class clerk.....	\$1,000 00
B. F. Burnett, third class clerk.....	700 00
W. A. Makinson do	600 00
E. W. Gilbert, extra clerk (8 years).....	547 50

Mr. Cunningham, as accountant, has a general oversight of all the work pertaining to this branch.

Mr. Burnett prepares cheques, writes letters, makes out monthly statements of expenditure for Auditor General, and monthly statements of paid and outstanding cheques.

Mr. Makinson keeps ledger and checks accounts.

Mr. Gilbert has charge of revenue, and assists generally in this branch.

4. *Fishing Bounty Branch.*

S. B. Kent, second class clerk.....	\$1,300 00
T. Aumond, third class clerk.....	1,000 00

Mr. Kent has charge of this branch and superintends the distribution of the annual grant to fishermen.

Mr. Aumond assists generally.

An enormous amount of clerical work, connected with this branch, was in past years done by means of extra clerks. Last year the larger portion of this work was performed by the permanent staff, after the regular office hours, for which they received extra pay, a special vote being granted by Parliament each year for this purpose.

Mr. Winter, third class clerk.....	\$850 00
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acts as secretary to Deputy Minister, and assists generally in the correspondence.

5132. What is the method employed in your department for the collection and deposit of public money?—Outside officers, who collect money on account of licenses, fines or confiscations, are required to deposit the same in a chartered bank to the credit of the Receiver General and forward the certificate of deposit, together with a statement giving the names of the persons from whom it was received, direct to this department. Officers in small towns or villages where there is no bank may send a post office order payable to the Deputy Minister, and if they cannot obtain even a post office order, then the amount may be sent in cash per registered letter. The registered letters are received and opened by the accountant, who deposits the money to the credit of the Receiver General, provided the sums received through the day amount to \$25, or over; if not they are placed in the safe and held over until they reach that amount. In the Maritime Provinces where the service is under the direct control of inspectors, the system is somewhat different. The deposit receipts, post office order, or cash, are sent to the inspector, who deposits them to the credit of the Receiver General and forwards the receipt to this department, together with a statement giving the names of the different fishery overseers from whom he received the amounts, and a schedule from each overseer giving the names of the persons from whom they collected money. These statements are forwarded to the Auditor General every month. A statement of deposit receipts is also made and sent with them to the Deputy Receiver General at the expiry of each month.

5133. Give a general idea of the method employed in controlling the expenditure of your department?—The expenditure of this department is controlled by officers in charge of the different services. Mr. Wilmot, as superintendent of fish culture, is responsible for the correctness of charges in connection with the fish-breeding expenditure. Lieut. A. R. Gordon, R.N., as commander of the fisheries protection service, is responsible for the expenditure connected therewith. The travelling expenses of

fishery officers are based upon a regular tariff ; the accounts are all sworn too and certified by the inspectors of fisheries for the respective districts. They are afterwards carefully examined and checked in the department before being paid.

5134. What system of purchase is adopted in your department ?—Supplies required for the fish-breeding and fisheries protection services are purchased on the authority of the officer having charge of each service, such purchase being previously sanctioned by the Minister or Deputy Minister. These are the only two services requiring purchases to any extent.

5135. What is the system followed in the issue and receipt of stores ?—Owing to the nature of the work carried on by this department, it is not necessary to keep in stock a supply of stores.

5136. How are contracts generally awarded in your department ?—The only contracts awarded are for building new hatcheries, vessels, and charter of vessels for fisheries protection service. Tenders are asked by advertising, and the contract awarded to the lowest tenderer, provided all other requirements in connection with the work to be performed are complied with.

5137. In addition to his salary, is any official in your department in receipt of any additional allowances or perquisites, and if so, please state particulars ?—Permanent clerks employed in this department are allowed to perform extra work in connection with the distribution of the fishing bounty, for which they receive extra pay from a special fund voted by Parliament for this purpose.

5138. It is possible, in your opinion, to reduce the expenditure on account of the services under the control of your department without impairing their efficiency, and if so, state in what way ?—The expenditure of this department could not be reduced without impairing its efficiency.

5139. In your department have any abuses prevailed in connection with the supervision of payments ?—No abuses prevail in connection with the supervision of payments.

5140. Have you any suggestions to make with a view to possible amendments to the Audit Act ?—I have no suggestions to offer regarding amendments to the Audit Act.

APPENDIX "A."

STATEMENT showing Cost and Number of Permanent and Extra Clerks employed in the Department of Fisheries in 1881-82, compared with 1890-91.

1881-82.

8 Permanent officials.....	\$7,214 67
3 Extra clerks.....	1,353 00
Total for year.....	<u>\$8,567 67</u>

1890-91.

14 Permanent officials.....	\$16,800 00
13 Extra clerks.....	2,543 75
1 Extra messenger.....	200 00
Total for year.....	<u>\$19,543 75</u>

NOTE.—The present Department of Fisheries was only organized in 1885. In 1881-82 it formed a branch of the Department of Marine and Fisheries. Ten of the extra clerks employed in 1890-91 were only engaged for a period of two months in connection with the distribution of fishery bounty. On the completion of this work their services were dispensed with ; so that the number of extra clerks remained the same as in 1881-82.

JOHN THORBURN, LL.D., Chairman of the Board of Civil Service Examiners, was examined.

5141. You are the chairman of the Board of Civil Service Examiners?—Yes.

5142. And have been since the board was organized under the Civil Service Act of 1882?—Yes.

5143. Be good enough to state to the Commission the views you have formed in regard to the duties of the board under the Act, and whether anything could be done to promote the efficiency or economy of the service?—I should judge that the board has been of considerable service, but from the beginning I did not consider that it was thorough enough. I have always been under the impression that a competitive examination is what is required to secure an efficient Civil Service.

5144. That is, in addition to the general preliminary qualifying examination, you think that no one should be appointed without special examination for the office?—Yes.

5145. And that that examination should be open either to the public generally or to the applicants for the office?—I think it would be necessary to make it open to any one at first. The list might be reduced by a preliminary examination, such as they have in England, but it might cause umbrage to confine the examination to a select few.

5146. But even a Ministry might find it difficult to adopt a complete competitive system at once, whereas if it were the rule to examine all applicants for an office and to give the office to the best, the system would have an opportunity to grow, as it has done in England, where the competitive system was not adopted at once; but you believe in adopting the competitive principle as far as possible?—I do certainly. I think it would be decidedly advantageous for the service, and my impression is that it would also be advantageous for the Government.

5147. Tell us why?—For this reason. I presume that it is pretty well known that appointments are generally made on the recommendation of members of Parliament. Very frequently, if not in most cases, these are given as rewards for services rendered. Now, one can easily see that if a member of Parliament gives a promise to a man who works for his election he will naturally try to get an appointment for him, irrespective of his qualifications. There have been cases in which members have written to me in reference to individuals, stating that they had appointments ready for them if they succeeded in passing the examination. I think that is objectionable. Further, in cases of malfeasance of any kind, my experience leads me to the conclusion that the Government cannot, in all cases, deal with these as they ought to be dealt with; they cannot afford to do it. There have been instances of this kind, where individuals holding positions in the Civil Service have been guilty of very grave offences, and for some reason or other they have still been retained in their positions.

5148. To what cause do you attribute their retention?—I think very likely it will be found that if a man holding a position in the Civil Service in a certain constituency, where he has a large number of influential friends, does anything wrong, he naturally applies to the member to shield him, or at least to minimize his offence; and the member, finding perhaps that his political life depends on the assistance he gets from this individual and his friends, may be forced, however reluctantly, to comply.

5149. Therefore, not only is the consequence of that kind of political nomination the appointment of objectionable men, but their retention after they are found to be objectionable?—Yes. I might cite an instance of that kind. There was a case of personation in Toronto at the November examination of 1885, one candidate writing for another at the qualifying examination. I suspected that there was something wrong, and I sent my assistant round among the candidates to verify the names; but before he reached the particular candidate—there were about 80 writing in the room at the time—the candidate had finished his paper and handed it in. At the close of the examination I told this candidate that I wanted to speak to him before he left. I took him into another room, and charged him with having passed at a previous examination, and I wanted to know why he was back again. He denied that he had been up before, got into a passion, asked how I dared make an assertion of this kind, but finally said he would go down to the Queen's hotel and get a friend to identify him. He went away, but failed

to turn up with his friend; so I came home without having caught the "coon." I decided, however, to take further steps, and not to be beaten in that way; so I wrote to the postmaster of the district where the candidate professing to have written came from, and asked him if he would be good enough to give me a description of the candidate's appearance. In due course I had a letter from the postmaster, stating that he knew the gentleman very well, and that he was thoroughly competent to pass the examination, and expressing his wonder why I should suspect that there was anything wrong. However, he gave me the description I asked for, and it was a minute and accurate sketch of the man who wrote. I wrote him a letter, thanking him for the trouble he had taken; but before sending it away, it struck me that there was something in the assurance of his letter that was not entirely satisfactory. So I went to the office of the Civil Service Board and looked up the applications of the two candidates, that is, the one who had written, and the other who should have written, and I found that they were both in the same handwriting. I took the papers to Col. White, who was then secretary of the Post Office Department, and asked him if he thought they were in the same handwriting, and he said he was sure they were. I gave him briefly a statement of the case, and asked him to send it to the post office inspector of the district. The result was that after a great deal of trouble and correspondence it was found that the individual in question had written for the other candidate, who was an altogether illiterate man, and had been well paid for doing so. When the postmaster found how he had compromised himself by misleading and deceiving the board, he wrote a most apologetic letter to the authorities in Ottawa, expressing his regret that out of his good will to the man, who was a friend of his, he had done this foolish act.

5150. Is that postmaster still in the service?—Yes, he is still in the service.

5151. He became a party to the offence after the fact?—Yes, probably so, if not before.

5152. If the person who wrote had been a total stranger, he would have perhaps escaped, and you might not have detected the personation?—That is true enough.

5153. Why might not that happen at any examination?—It might, if the man had not been up before.

5154. Does not that suggest that you should adopt some better means of identification?—Possibly, instead of requiring one man to give a testimonial as to character, we might require three; and that, if I am not mistaken, is what is done in the United States and in England.

5155. After he got the three, the man might hand the certificate over to somebody else?—That is true. It is very difficult to see how cases of this kind could always be obviated and deception prevented.

5156. Would it not be possible to have the handwriting of the application certified by a justice of the peace or a notary?—Yes, that might be done, but even this might prove insufficient, as it is not always an easy matter to distinguish between different handwritings. Our method has hitherto been to send out "forms" to be filled up by the candidate, and when this has been done, these are returned to our office, where they are kept on file. These "forms" contain the necessary information required as regards health, age, moral character, place of residence, etc.; and when a candidate gets his certificate he signs his name across the certificate in the presence of a justice of the peace, so that we have his signature there to compare with his signature to his application.

5157. How do they sign the examination papers? Do they simply number them?—Yes, each candidate gets a different number; no name is allowed to be given.

5158. But would it not be well to have the original signature verified by a justice of the peace or a notary public?—That would be a very difficult matter. The candidates at Toronto, for instance, come from Barrie, Orillia and other places, where it would be difficult to get one to certify to them, and the same is true with regard to other places where examinations are held.

5159. The case you mention is not the only case of personation?—That is not the only case.

5159½. Indeed, you have been obliged to have the statute amended since 1882 to meet the very cases of personation?—Yes.

5160. Do you think the examination has provided a better class of men to choose from than there was before?—I am perfectly certain of that. The system does not necessarily secure the best men, but it cuts off the incapables.

5161. Have you cut off many incapables?—Oh, yes. At the last qualifying examination I think only 42 per cent of those who entered succeeded in passing.

5162. Has it happened that persons who you know would have otherwise had employment as temporary or extra clerks have had to leave the service because they could not pass the examination?—Yes, there was a case in Winnipeg in connection with the Department of the Interior, and there have been others. I have documents in my possession, stating that if certain persons did not pass the last examination they would lose the positions which they hold at present.

5163. In a number of cases?—Yes.

5164. Are they simply put off the pay-list for a month or so, and then taken on again?—I cannot say.

5165. Do you find them coming up again and again—are they given another chance?—Yes.

5166. Those in the service?—Yes.

5167. Time and again?—Time and again.

5168. Have you had people come up as many as eleven times?—I could not say positively without consulting our records. I am disposed, however, to think that this has never happened.

5169. Has it happened in some cases that where they have come up several times they have been able to pass?—Yes.

5170. Is that because they have really made advances in fitting themselves for the examination, or because they have had the good luck to get an easier test?—I think in most if not in all cases it is because they put themselves under a coach who prepares them for the examination. There are several schools in the city having special classes to prepare candidates for this examination.

5171. Have these coaches any idea of the line your examination will take?—I think not.

5172. You try to give a variety to the papers?—We do.

5173. The papers are not framed on the lines of previous ones?—No, entirely new questions are given at every examination.

5174. So that the coach would have to coach them, not merely on the past papers, but in the subject?—Yes.

5175. Your good nature is frequently appealed to, to recommend a coach?—Yes. I have been asked by individuals if I knew of any one who could give them private lessons.

5176. That is extensively practiced in England?—It is, and it is found to be of great advantage. Candidates thus prepared are said to come out ahead of those who have taken the highest honours at the universities.

5177. Have you any means of knowing how many of your passed candidates have entered the service?—I could not say just now. Mr. LeSueur made an estimate of this last year in our report.

5178. As a matter of fact, you only know the number that have written at each examination?—Yes.

5179. You can let us know the number that have written since the Act passed?—I cannot just now, but I will send it.

5180. Your report states that the total number who passed the preliminary examinations from 1882 up to November was 2,771?—Yes, that is the number for the preliminary examinations, and 2,286 have passed the qualifying examinations, but a considerable proportion of these had no intention of entering the Civil Service, but wish to have the certificates of the board as vouchers of character, health and ability, so as to secure other appointments.

5181. You do not make the examinations too difficult, generally, do you?—I think not.

5182. We can understand that a very rigid examination should be imposed for certain subjects, such as writing, arithmetic, geography, etc., but are not some of the other subjects gone into perhaps heavily?—I do not think so. Comparing our papers with what are given in the United States and in England, I find that they are very much easier.

5183. They are not very much more difficult than the entrance examinations to the ordinary high schools?—I do not consider that they are more difficult. Our examinations apply to all the different departments, but the Finance Department and the Auditor General's Department require men well up in figures, and we have been in the habit of putting a few more difficult questions specially to test the candidates for those two departments.

5184. The paper for the Auditor General's Department seems to be a pretty stiff one?—It has his approval.

5185. Where do you usually superintend?—I generally superintend at Toronto. I was asked to go there in the first instance, as it was supposed there would be a large number of candidates there, and Mr. LeSueur would be more serviceable at Ottawa to give information if necessary.

5186. Who superintends at Ottawa?—Mr. LeSueur, generally. Once or twice, however, he has gone to Toronto.

5187. Where does Mr. DeCelles superintend?—At Montreal.

5188. Montreal has a sub-examiner?—Yes. There are also sub-examiners at all the other places where examinations are held.

5189. Who is the sub-examiner at Montreal?—Mr. Dansereau was till recently, but when he was appointed postmaster Mr. F. Benoit was appointed in his place.

5190. Who names the sub-examiners?—As a general rule the members of Parliament are consulted, but not always. In the case of Kingston, for example, I applied to Sir John Macdonald, and he asked me to communicate with a gentleman in Kingston, who was not a member, to recommend an examiner. I should say, however, that the general practice is to get the concurrence of the member representing the district.

5191. That is to say, the appointment of a sub-examiner is a political appointment?—I should say so.

5192. What test of age do you get from the candidates? Do they fill in a declaration?—We either get an extract from the birth register, or a declaration of the age is made before a magistrate.

5193. And health?—We get health certificates made out and signed by a medical practitioner.

5194. In the scheme of promotion examinations a certain percentage will pass from third class to second class?—Yes.

5195. And a certain higher percentage will go on to first class?—Yes.

5196. And a higher percentage will go on to chief clerk?—Yes.

5197. Was it not understood originally that the promotion examination had reference to the class next above?—I have always understood it to be so. The question has been put to us, in the case of a third class clerk, whether he could not qualify himself for a chief clerkship by passing the necessary examination and securing the requisite marks without having to be examined again. That is not the view I take of it. I think the promotion should be step by step, from one class to the next highest.

5198. Is it not a fact that persons have been promoted to the second or third step on account of the percentage they obtained in their original promotion examinations?—I am not in a position to answer that question, because we have to deal only with those who come before us for examination. We do not know what is done in the departments.

5199. Have you ever been asked by a candidate for a statement of the percentage of marks he has obtained in an examination?—Not to my recollection, in the case of promotion candidates. We are often asked for the standing of preliminary and qualifying candidates.

5200. These are to qualify for entrance into the service, and cannot be used further?—No. Although the claim has been made that one holding a lower grade appointment, such as messenger, need not undergo the qualifying examination to fit him for entering a higher grade as clerk.

5201. You return the percentage of marks to the Secretary of State?—Yes.

5202. And that goes to Council?—Yes.

5203. You do not know anything officially of what becomes of the candidates after you return the list of passed candidates to the Secretary of State?—No, nor do we want to know.

5204. If the present system is continued, do you not think it advisable that you should change about, and go to other places besides Toronto?—I think probably it might be advisable, because we find that a considerable amount of copying takes place under some of the sub-examiners, notwithstanding the strict instructions given them to prevent this.

5205. You can detect the copying by finding the answers in the same terms?—Yes, very readily; I have copies of examination papers here, showing the answers of different candidates to be in exactly the same terms. Even with the greatest care exercised by the examiners it is almost impossible entirely to prevent copying. I have seen, for instance, a candidate write on a piece of paper, roll it up and throw it from him as if it were waste paper. If this were allowed, information might be conveyed from one candidate to another. All such practices should be promptly stopped. You can easily imagine one candidate, having an understanding with another in regard to helping each other, might throw a piece of paper containing the answer to a question in his neighbourhood, where he could pick it up. There are various other modes of getting assistance which require the constant watchfulness of an examiner to detect and prevent.

5206. When cases of copying occur, what action does the board take?—We cancel the examination of those found copying. Frequently, however, when papers are cancelled, I have been written to, and waited upon personally, by friends of the candidates, in some instances by members of Parliament, interceding in their behalf. I might further mention in this connection that in cases where candidates have failed to pass, not obtaining the requisite number of marks, the board has been repeatedly importuned to reconsider the decision arrived at. Of course, if any injustice should by an oversight or mistake on the part of the board be done to any candidate, it would be rectified at once without the intervention of any one.

5207. A candidate can select the papers in his own language—a French-Canadian, for instance, can select papers in French?—Yes.

5208. The papers are prepared in English first?—Some are, and some are not. The English grammar and composition papers, for example, are not translated. For French candidates the questions in grammar and composition are taken from French works and specially prepared for them.

5209. The arithmetic is a common subject?—Yes; also geography, history, précis writing and book-keeping.

5210. The duties of the office are common?—Yes, but these are required from the promotion candidates only.

5211. If any translation is required it is given to the French member of the board?—Yes.

5212. Does he give it to any one else to translate?—I am not in a position to answer that question. It would be a dangerous thing to get outsiders to touch examination papers.

5213. You have had trouble about papers getting out of the Printing Bureau?—We have had a great deal of it.

5214. Kindly tell us the nature of the trouble and how it arose?—We had a case some years ago which confirmed the suspicions of the board that candidates had, by some means or other, access to the printed questions before the examination. When I was examining the papers in arithmetic I found that one of the questions, a simple multiplication question, had been worked out by two candidates, by means of logarithms.

Now, people do not carry logarithms about in their heads. Any one knowing the nature of logarithms would tell you this would be impossible. So I put the two papers aside, and, on enquiring I found that they belonged to a brother and sister, one of whom had written in Montreal and the other in Ottawa. It struck me that very likely they had separated, so as to throw the board off its guard. We summonsed both to appear before the board, but both of them took sick simultaneously after the examination. Their elder sister came and assured us that she had taught them logarithms and that they carried a large number of them in their heads, &c., &c. I assured her this was impossible. She left seemingly deeply offended because her statement was not credited. I suppose she afterwards thought better of it, for on the following week she came to my office, and very humbly apologized for trying to mislead me. She brought the book of logarithms with her in which the one that had been used was marked, and told me that her brother had the offer of a set of the papers and had come to her and asked her advice, and she advised him to have nothing to do with them. She subsequently said, when being examined, that it was she and not her brother who had the offer. After the brother and sister got well, we examined them under oath. I took a book of logarithms to test them and gave them a question to look up, but I found they knew nothing about logarithms. They said this was not the kind of logarithms they had been accustomed to. I said, "Very well, bring the book of logarithms you have been accustomed to using." They did so, but I found that they were utterly ignorant of any knowledge of logarithms. My contention was, and we so reported to the Secretary of State, that they had access to the papers before the examination took place, and that some one had worked out that question for them. That was one instance. At the recent examination for promotion, it came out that a candidate who was going up got a set of papers in advance from a man in the Printing Bureau, for which he agreed to pay \$50. He and another candidate used these papers, paying each \$25 for them. The one who got the papers acknowledged this to us. The man in the Printing Bureau who sold the papers left the city for the time being, when the investigation was going on. He afterwards came back and appeared before the board, but refused to give any evidence lest he should incriminate himself.

5215. Is he still employed at the Bureau?—I think not. I have no means, however, of knowing definitely what has become of him.

5216. Would it not be possible, in some subjects at all events, to put the questions on the black-board?—This would be impracticable. The best way would be to have them printed under the supervision of the board.

5217. When the candidates write their answers, what kind of paper do they use?—They use paper with a printed heading, giving directions regarding the examination.

5218. Were the arithmetic answers you have spoken of written on that?—Yes. They must have copied them from papers which they had in their pockets.

5219. What space is there between the candidates at the examinations?—There should be 5 feet, but there is not always so much.

5220. In the House of Commons do the candidates sit side by side?—No, there is only one seated at each desk.

5221. Can they look over each other's shoulders?—I think not.

5222. Do the candidates select their own seats?—I cannot say in every case; where examinations are held they should not be allowed to do so.

5223. With you, do they select their own seats?—No. I place them alphabetically.

5224. If the examinations were competitive would there be the same danger of candidates helping each other?—Certainly not. I feel certain there would be no danger then.

5225. Is there any change or improvement you would suggest to perfect the system?—I think the examination papers ought to be printed under the control of the board and not in the public Bureau. And, besides, a classified list of the standing of the candidates might be published with advantage, showing who are the most capable ones.

5226. You would need to have a man to set up your papers?—Yes. We would need a confidential man, a man who would be thoroughly trustworthy.

5227. Is it left to the board themselves to choose the questions to be put to the candidates?—Yes, except the questions on the duties of the departments.

5228. And to modify them according to circumstances?—This is left to the discretion of the board in most cases. On one occasion there was a reduction made in the percentage of one of the papers after it passed out of our hands, and, on another occasion the board was asked to set an easier paper on arithmetic for the candidates of one of the departments.

5229. Do you publish the results of the promotion examinations?—No, they are confidential.

5230. You publish the question papers?—Yes, except those of the Inland Revenue Department.

5231. Have not the promotion examinations been in many instances purely perfunctory, something that a child could pass?—The candidates seem to think they are too stiff.

5232. Have you not in many instances had papers from the departments on the duties, that a child could pass?—I could not answer the question as it is put to me. I might say, however, that there is a great disparity in the promotion papers sent by the several deputies, as regards both quantity and quality. Then as regards the marks of "efficiency," which used to be 300, we found that, in some cases, the candidates were passed indiscriminately at 300, while in other cases they were obviously arranged according to their merit. We recommended therefore that the efficiency marks should be reduced from 300 to 100, and this of late has been done. I find that in 1890 seventy-five per cent of the candidates passed the promotion examination in the Excise Department when all the papers were prepared by the department, whereas in the other departments, when all the papers except the one on "duties" were prepared by the board, seventy-four per cent passed. In that year, of the qualifying candidates who wrote forty-nine per cent passed. In 1891 forty-two per cent of the same class passed. It will thus be seen that under the present system of examination, a large number of inferior candidates fail to qualify for the public service.

5233. Are there any other suggestions you have to make as regards the working of the Civil Service Act?—Perhaps you will allow me to read a copy of a letter which I sent to Senator McInnes, in response to an enquiry from him bearing on the same subject. It expresses my views more fully and in a more connected form than I have been able to give in my answers to your questions. Leave having been granted, Dr. Thorburn read the following letter:—

(Copy.)

19th August, 1891.

Hon. Senator DONALD MCINNES,
Ottawa.

DEAR SIR,—I subjoin herewith, as desired by you, my views on certain points in connection with Civil Service examinations for appointments in the public service. I have no hesitation in saying that I fully agree with you that the patronage system of appointment is liable to great abuse, and undoubtedly is abused to a large extent wherever it is in operation. Appointments, when made on political grounds, almost necessarily tend to lower the public service, to degrade the electorate and to bring discredit upon the management of the affairs of the country. I have sometimes heard members of Parliament complain of the worry and annoyance to which they are subjected, and the great sacrifice of time and patience they have to submit to in foraging for positions in the departments for supporters whose claims it is not always safe to ignore. Probably, however, they have themselves to blame for this. Not unfrequently, as we know, in a close contest, when every vote counts, promises are made, either by candidates or by their friends, of positions in the Civil Service. When appointments are made merely to please some political supporter, the question of the candidate's fitness for the position is very apt to be overlooked or kept in the back ground.

Besides, when the appointments are controlled by the executive, there is a strong temptation, owing to party exigencies, to hasten the superannuation of those whose places are coveted by favourites of one or other of the party leaders. You will, no doubt, have noticed that since the passing of the Civil Service Act in 1882 a number of amendments have been made to it every year up to 1889, except 1887, the general trend of which has been towards the relaxing of the original provisions of the Bill and introducing a number of exceptions both from the qualifying and promotion examinations. For these see Clarke's 2nd. ed. of Civil Service Law. At present "the Government retains the power," to quote from my letter to Mr. Clarke, "of selecting any candidate who has passed the examination test, irrespective of his standing as compared with that of others, and the result, therefore, naturally follows, that as soon as an applicant for office finds that he has 'passed the rubicon' he sets to work at once to bring all the pressure—political, social and religious—that he can obtain to bear upon the different Ministers of the Crown, and it will generally be found that the weakest and least deserving of the candidates, conscious of their deficiencies, are those that make the most strenuous and persistent efforts to secure political backing."

I am, therefore, for these reasons, as well as for others that might be adduced, strongly convinced that a competitive system of examinations would be much more conducive to the efficiency of the public service than a merely qualifying one. The more thoroughly all such elements of favouritism, of whatever kind, and partisan recompense for favours, either received or expected, are eliminated from the public service, the better it will be for the country. It is sometimes objected that competitive examinations do not invariably and necessarily secure the services of none but the most efficient and most deserving candidates. This is true, for there is nothing perfect under the sun; but it is, I maintain, a better and more rational test than selection on the patronage system. I believe it is acknowledged, wherever competitive examinations have been tried, that very few cases have occurred where candidates have not given satisfaction, and where that has not been the case it will in all likelihood be found out before the six months' probation time expires, and they can then be dismissed. Of course, to carry out a scheme where the appointments are made solely on the grounds of merit, as ascertained by a fair competition, it will be necessary to have commissioners appointed independent of Government control, whose duty it will be to select suitable men for particular branches of the service, and generally to see to the efficient working of the system. I think it unnecessary to enter, at this stage, into detail. If you carry your scheme, I shall be ready when desired to give any further assistance in my power that you may require.

Yours respectfully,

(Signed)

J. THORBURN.

5234. You are conversant with the report of the Civil Service Commission of 1880?—I have not read through all the evidence. I have read the report of the majority and the report of the minority, and also a considerable portion of the evidence.

5235. What is your opinion generally of the reports of that commission?—If called upon, I think I could meet most if not all of the objections raised in the minority report, and show that they are not valid. To mention only one case, it quotes Mr. Griffin as adverse to the majority report, wherein the main issue, as the minority report affirms, is the system of competitive examinations, and yet he stated most distinctly that he was in favour of a competitive examination if proper means could be adopted for carrying it out.

5236. Then, upon the whole, what is your opinion of the majority report?—I think that it presents the only reasonable solution of the question as to the control and management of the Civil Service. I believe we shall never get it on a satisfactory basis until nominations, appointments and dismissals are handed over to an independent body. I held that opinion then, and my experience since has strengthened it. Moreover, I think the Civil Service Board of Commissioners should be appointed, not during pleasure, but during good behaviour, and that it should have the power to supervise and

regulate the Civil Service in all its branches. Such a board would be far more likely to do justice in a case of irregularity or malfeasance than is possible at present when political exigencies have to be considered.

5237. If the Civil Service Act had been founded on that report, do you think it would have been necessary to call together a second Civil Service Commission?—I do not think so. The Board of Commissioners, as they found difficulties arising or improvements suggested, could have dealt with them in their annual reports, and in course of time there would have been a collection of evidence given to the public which would have rendered unnecessary any further enquiry.

GEOLOGICAL SURVEY DEPARTMENT,
OTTAWA, 25th January, 1892.

J. M. COURTNEY, Esq.,
Civil Service Commission.

DEAR SIR,—In compliance with your request, I asked Mr. Keayes to furnish me with a statement of those candidates who presented themselves for examination for the Civil Service, both preliminary and qualifying, from 1882 to 1891, inclusive. I might mention that in the two first examinations those who were to write for the qualifying course were subjected to the preliminary examination as well, but we found that it would be impracticable to carry out this regulation, as all the preliminary papers had to be examined and valued in one night, so as to know who would be entitled to proceed to qualifying examination next day; so, with the concurrence of the Government, it was afterwards made optional whether the qualifying candidates would take the preliminary work or not.

Omitting, therefore, the candidates who took the qualifying work in the two first examinations, Mr. Keayes, our clerk, in the absence of Mr. LeSueur, who is sick, gives the following result:—

Number of preliminary candidates who wrote.....	4,086
do do do passed.....	3,037
do qualifying do wrote.....	4,927
do do do passed.....	2,446

You will see from our report for 1890 that it was estimated that a considerable proportion of those who passed had no intention of joining the Civil Service. I know this for a fact—a number have told me that they wanted to get the certificate of the board to help them to obtain situations elsewhere, and our certificate was taken up, to within the last two years, as an equivalent for young men matriculating in dental surgery. They are now, however, required to take the Toronto University matriculation examination.

Yours respectfully,
(Signed) J. THORBURN,
Chairman Board of Civil Service Examiners.

SATURDAY, 23rd January, 1892.

Mr. EDOUARD J. LANGEVIN, Clerk of Parliaments, was examined.

5238. You are the Clerk of Parliaments?—Yes.

5239. Before that, you were Under Secretary of State?—Yes.

5240. For several years?—For ten years.

5241. And for several years during the time the Civil Service Act of 1882 was in force?—I think so.

5242. You came to the Senate in January, 1883?—Yes.

5243. Have you had communication of the questions that the Commissioners have sent to deputy heads?—Yes.

5244. Did you make a comparative statement of the staff of the Senate, in 1882 and 1891, that would be of like character to those returned from the depart-

ments?—Before I answer any question I would like to be allowed to make a statement. The Senate being unaware that this Commission, appointed to enquire into the working of the Civil Service of Canada, has also been directed to extend its enquiry to the Senate, and in the absence of any instructions from the Senate respecting this enquiry into the service of that House, I feel embarrassed as to what course I should pursue, and I wish the subject matter of the same, involving the rights and privileges, could be allowed to stand over until the next session of Parliament for the consideration of the Senate.

Note.—It having been explained that it was not possible to delay enquiry, Mr. Langevin, while declining to express any opinion on the questions submitted to him, gave certain facts as to the number and salary of the Senate staff, which is not reported, in view of the conclusion subsequently arrived at not to deal with that part of the enquiry which related to the Senate and House of Commons.

J. H. F.

TUESDAY, 26th January, 1892.

Mr. JOHN G. BOURINOT, LL.D., Clerk of the House of Commons, was examined

5245. You are Clerk of the House of Commons?—Yes.

5246. You have had communication of the questions which have been sent to the deputies?—Yes. You want statements as to the organization of the House of Commons staff.

5247. As to appointments, promotions, hours of service, absence and salaries?—In every question affecting the Internal Economy or the privileges of the House of Commons, I am bound by law and usage to refer to the Speaker. If Parliament is sitting, I cannot even go as a witness to the courts, except by permission of the House of Commons. If Parliament is not sitting, the Speaker alone is the authority to entitle me to attend any body whatsoever. I communicated this at once to the Speaker, and here is his reply:—

“With reference to the enclosed letter, I have to say I have had no official notification of the appointment of a Commission to enquire into the working of the House of Commons service. In my opinion, authority to make such enquiry can only be given by resolution or Bill of the House itself, and I am not aware that such Bill or resolution has been passed. I cannot therefore authorize your attendance before the Civil Service Commission until Parliament gives instruction to that effect.”

I said to the Speaker this morning that I was bound, out of respect to the Commission, to attend and lay that before the Commission, so my duty is discharged.

5248. Then you do not intend to give any statement as to the House of Commons?—Not as to the House of Commons, but of course I might as to anything in general.

5249. The Commission called you more especially in pursuance of the direction they had from the Governor in Council to make these enquiries, and, in the case of Mr. Langevin, he having prefaced his statement somewhat as you did, gave us the information as to what the staff was and as to the salaries?—I have no objection to stating the salaries, but I follow only what the rule is governing me in all such cases.

5250. We would be glad to have a statement of the staff?—I have very strong opinions of my own on the whole matter, but this is the first time the question arose, and I do not want my own character as a constitutional authority to be at all jeopardized. I never had any conversation at all with Mr. Langevin on the subject. I thought, under the circumstances, and as no public interests were at stake, and as Parliament is shortly to meet, the first duty of the Speaker would be to lay the matter before the House and ask for their advice under the circumstances. The whole difficulty has arisen for the first time in my experience that here are two separate authorities—the executive and the legislative—the executive constituting you a body to enquire into certain matters, and up to this moment we have the statement of the Speaker of the House that he has never seen a shred of authority or any official paper whatever in regard to the matter. If we had had cognizance of an Order in Council or some proceeding of the executive, I think I

would have arranged things so that there would have been no trouble in the world. But the Speaker, as the constituted guardian of the privileges of the House, says, "I know nothing of these proceedings, you may invade the authorities or the privileges of the House."

5251. We will give you communication of the Order in Council now?—I cannot take it. It must come from the Clerk of the Council properly certified. As a matter of investigation, I should be only too glad to go fully into House of Commons matters, but it would possibly hit all round, Executive and Speaker and all; but under these circumstances, I cannot possibly disobey. The rule laid down is, that if an officer wants to give evidence in a court of law, he has to ask the permission of the Speaker.

Examination postponed.

Note.—Mr. Bourinot was not re-called as the Commission decided not to proceed with the enquiry relating to the Senate and House of Commons, because of the delay it would entail.—J. H. F.

Mr. RICHARD POPE, Deputy Commissioner of Patents, was re-called.

5252. We are informed that under the present system, the course of advertisement and application for patent goes through twenty-five hands. Is that correct?—It is correct.

5253. How would this do as a revision—first, to one clerk to number and receipt for fees; second, to another clerk to endorse and check off for examiners; third to the examiners; fourth, to two clerks to check the books; fifth, to another clerk to index and prepare for the printer; sixth, to return; seventh, to the Commissioner and deputy to sign; eighth, to number and mail?—The only objection I see to that is that the check would be lost, and it might possibly allow the receipt not to be sent by the man who receives the money, but by another officer. If a man has not received the receipt for the cash, we know it at once, whereas if the cashier were allowed to send the receipt we might never know.

5254. Generally, with the objection that the cashier should not give the receipt, you would approve of the plan, which would give ten steps instead of twenty-five?—The patent does not go the printer. Routhier has nothing to do with the printer. He has only to do with the patents.

5255. He has to get them engrossed or indexed and then to file for further use?—Yes; and then he sends the original to the Correspondence Branch. That might possibly be saved.

5256. There are eight processes?—I think the number could be reduced considerably, though I cannot now say in what way.

5257. It seems a very cumbrous way at present?—It does.

Mr. DOUGLAS BRYMNER. Called and examined.

5258. What is your position?—Chief clerk and archivist in the Department of Agriculture.

5259. Have you anybody else in your branch?—I have one permanent, Mr. Marmette.

5260. One assistant?—Yes.

5261. What is the Commission to understand by Archivist—you are taking care of existing records?—The duty is to make up the old records and keep track of the new ones as they come in; simply to maintain the whole documentary history of the country, past, present or future.

5262. You to some extent made records, that is, you visited the British Museum and have got records from them, such as the Haldimand records?—Precisely.

5263. And Mr. Marmette has acquired records in Paris?—Yes, he has been looking them up.

5264. Then in addition to the records already in possession of the Government of Canada, you collate records from other countries?—The only other countries are what may be called the mother countries.

5265. Do you not collect from the United States in regard to the time of the struggle?—No, they rather collect from us.

5266. There is that book, the Americana?—There are various collections called Americana, lists of books merely.

5267. Relating to old history?—They are catalogues not works.

5268. There are votes also taken for the classification of records in the Privy Council and the Secretary of State's Department?—I know nothing about them.

5269. You know there are such votes?—I have seen votes for them in the estimates.

5270. And in the Secretary of State's Department there is an officer called The Keeper of Records?—I have seen a vote for him also.

5271. Would it not be advisable, in your opinion, to have all these records under one department instead of being scattered?—Clearly.

5272. Are you appointed under any statute?—Simply by a vote of the House.

5273. There is no statute in existence relating to the collating of records, is there?—No, the origin was a petition from the historical writers and other literary men asking for such an appointment, as they could not get access to documents of an historical nature. And upon that petition, by a joint report of the Senate and the House, it was recommended that the Minister of Agriculture should take charge of this work, and I was appointed.

5274. Would it not be advisable, in your opinion, that some statute should be passed regulating and defining the care of the public records of Canada?—I think it is very important it should be done, and that it should be kept, as far as possible, clear of politics.

5275. Where are the archives situated?—Those under my charge are in the western block.

5276. Is the location fireproof?—Oh, yes.

5277. Is it sufficiently large to contain what you have and what you might collect from the other departments?—No, not by any means.

5278. Is there any other spot that you would indicate because, unless we have a suitable spot fireproof, it would be hardly wise to make a recommendation on that point?—There was a proposal to put us over in the new block, in a place that is only fit for storage room, entirely unsuited for such work, being only 8 feet high from the floor to the ceiling.

5279. Was not the basement of the Langevin Block intended to be used for the archives?—I know it was talked of, but it is not fit for such a purpose.

5280. In your opinion, the basement of that building would be unfit?—I think so. I could make it do by having it shelved properly according to a plan I gave them, but it is not safe for documents.

5281. Could not that be done?—I suppose so. But it was refused to be done.

5282. With the shelving or other things that you would indicate, do you think the lower part of that building would be convenient and large enough to hold the whole of the archives?—I could make that place do, and that is about all I can say. It certainly is neither convenient nor suitable.

5283. Is there any other spot that you may have in view that would be better situated for it with certain necessary repairs?—If there is going to be a properly defined archives or record branch, there ought to be a new building, a building specially for that, which might be added to when occasion required. I could make that other place do, but if the Commissioners would go down and see the hole, which is expected to be visited by people from all parts of the world, who would find the offices in a room 7½ feet high, which is supposed to contain the records of the Dominion of Canada, I do not believe they would think it a suitable place. I say we can make that place do, but that is different from its being suitable.

2284. Generally speaking, with modifications, you could go on for the present?—Yes.

5285. It would be an improvement on what you have now?—Yes, so far as room is concerned, but otherwise our present position is much better, much safer and more airy. It is perfectly fireproof.

5286. You have paid a great deal of attention to the superannuation question ?—I have paid some.

5287. You were one of a sub-committee appointed in 1880 ?—In 1876.

5288. To look into the question of superannuation and insurance ?—Yes.

5289. You prepared that statement produced ?—Yes.

5290. Will there be any difficulty of framing a scheme for providing for the families of deceased members of the Service ?—Certainly not, but the two things are entirely different. The one is a provision for the family of the deceased officer. The other is a provision for the man himself.

5291. If he dies under harness, at present, his family get nothing at all ?—Nothing. And they are deprived of his own money, which he has paid. That was the view taken by Sir Francis Hincks when he introduced the Superannuation Act. I was in the gallery at the time, and he stated that he was making a deduction of 4 per cent. from the salaries to meet the ignorant opinion of the outside public who thought this was going to involve a serious tax upon the country, but his conviction was that it would be nothing of the kind and that in a short time the deduction could be taken off, and accordingly soon after he reduced it to 2 per cent.

5292. You think a scheme could be devised whereby provision could be made for the families of Civil Servants ?—I do not not see any doubt about it, but it must be entirely separate from superannuation.

5293. In your report of 1876, you gave several illustrations of pension funds and widows and orphans, funds of various institutions, taking certain railways and the Bank of Montreal and the scheme in use in the Church of Scotland ?—Yes.

5294. The Church of Scotland scheme began by a capital raised by the Church ?—Yes.

5295. And that capital was doubled subsequently ?—I forget all the details now, it is so long since I looked into it.

5296. Rates are paid by the ministers in the Church of Scotland ?—Yes.

5297. Presuming that a clergyman marries late in life and leaves a young widow, he would have to pay some proportionate rate ?—I think he pays a certain fine, as it were, on his marriage. There are two or three rates. He can pay £10 or £20, and receive a proportion of that for the widow and orphans ; the children have an allowance up to the age of 18, there is no deduction from this allowance as they severally become of age. If there are six children, as the first passes 18, the other five get the whole amount, and then the four, and so on down to the last. In our own Church here, if a man married late in life, a fine was imposed to make the contribution equivalent.

5298. Have you anything to inform the Committee of, further, on this subject ?—No, but I have prepared and handed in a memorandum on the subject. I do not see any reason to change the views I expressed in 1876, when I prepared the Report on Superannuation to which reference has been made on the questions put to me.

MEMORANDUM.

Superannuation.

The Commission appointed in 1880, of which the Hon. Donald McInnes was chairman, reported in 1881, in reference to the method of keeping the superannuation accounts. After referring to the importance of the subject, which it was proposed to deal with more fully at a subsequent period, the report says :—“In the meantime we deem it right to direct attention to the incompleteness of the annual statements which appear on this subject in the Public Accounts. . . . By these statements the receipts on accounts of superannuation are stated to be \$43,581, while the payments are stated at \$127,792. We do not question the accuracy of these statements as far as they go, but so much is omitted that we are not surprised that both Parliament and the public should be under a misapprehension as to the true facts of the case”. (Sessional Papers, 1880-1 No. 113, p. 31.)

In a second report the Commissioners return to the subject, and after showing a saving by the operation of the Superannuation Act in ten years of \$328,566.18, which was ascertained by returns from each of the departments, they say :—“ An examination (of these returns), will demonstrate beyond doubt, that while the annual payments to superannuated servants greatly exceed the contribution of the service to the Fund, the difference is far more than extinguished by the reduction or total obliterations of salaries, of which no account appears in the statement laid before Parliament.” (Sessional Papers, 1882, No. 32, p. 14.)

A still closer examination will show that without any deduction from the salaries, the saving is very great, and that the deduction is unnecessary.

In 1876, the question was laid before the Civil Service generally, and Mr. Courtney and myself were requested to prepare reports on the subject. These have been printed as appendices to the second report of the Commission of 1880. (Sessional Papers, 1882, No. 32, pp. 25, &c.)

At the request of the Committee of the service, in 1877, after the reports had been presented, I drew up a series of conclusions based on the information obtained, the first and eighth of which deal with the policy of the system and the question of deductions. These are :—

1. That the system of superannuation allowances has been established solely on the ground of benefit to the State, or to the institution into which it has been introduced, and not out of consideration for the members of the Civil Service, or of employees in such institutions.

2. That the system of superannuation having been adopted purely for the benefit of the State, it follows that no deduction should be made from the salaries of the officers, who derive benefit only incidentally by their retirement from active life in old age, or from infirmity, on a reduced salary ; the economy and efficiency in the service secured by the power to compel the resignation of officers who have become inefficient from age or infirmity, being more than commensurate with expense of the retiring allowances.

The extracts from the Reports of the Commission of 1880, fully confirm the justice of these conclusions, and show that it is the erroneous manner in which the account is kept that has so long concealed the injustice of taking a part of the salaries of the civil servants for superannuation, from which so large a proportion of the officials derive no benefit, and which, on the death of the contributor whilst in the active exercise of the duties of his office, is withheld from his family. This is, no doubt, the law, but it is a law passed under a “ misconception ” (to use the words of the Commission of 1880 ; Sessional Papers, 1882, No. 32, p. 14). “ due to the incomplete statements submitted “ to Parliament.”

The vital error in the so-called Superannuation Account is the detaching of the superannuated officers from the department to which they belong, so that every saving is made to appear as an increased expense. I would suggest that the name of every superannuated officer should be continued on the pay-list of the department to which he was attached, and continue so till the day of his death and that the pay-lists should show clearly the saving effected, or if, in the case of any department, new branches be added from time to time, a clear statement should be laid before the House and specially submitted to the Public Accounts Committee, and the reason for an increased staff and consequent expense should be so clearly stated that there could be no doubt on the subject. This would greatly help to strengthen the resistance which every Minister is compelled to make to the almost irresistible pressure of constituents, to have persons added to the service, whether they are or are not required. The statement should, I submit, give the name of the officer superannuated, his active and retired salary, who has taken his place, with his salary, and if any one is taken from outside to fill the special office vacated by retirement, the reason given. Those lists, statements and reasons laid before the Public Accounts Committee, printed and circulated would, I venture to think, be of most essential service in protecting Ministers against the pressure to which I have referred, and in disabusing the public mind on the subject of retiring allowances, and the supposed expense attending them.

Various plans have been suggested as means by which the Civil Servants can provide for their families at their death, but these are altogether apart from the question of superannuation. The sums set aside by the members of the service, whether that be done by a forced contribution, as at present, or voluntarily made, belong to the officer and his family, but are now confiscated by the Government on the death of an officer, solely because the operation of the Act has been completely concealed and misrepresented by the mode of presenting the account. As an illustration of the misrepresentation the case of an official may be taken, who for years after his usefulness is gone may be drawing his full salary. So long as that is the case, and that there is a consequent unnecessary expense, it does not appear as a charge, but as part of the ordinary cost of the department to which the officer belongs. But as soon as he is superannuated at a half, or probably still less, of his salary, and that consequently there is a large saving to the public, it is made to appear by the present vicious system of keeping the accounts, that a new charge has been created, instead of, as is the reality, that a very considerable reduction of the existing charge has been made.

A table will indicate the operation of the Act and the principle on which the accounts should be framed. It is not given as a form for preparing the account, but only presented as showing the method by which Superannuation effects a saving. It has been ascertained by experience that the average rate which the officials receive on retirement is about three-fourths of the full amount of $\frac{3}{4}$; this gives to each about one-half of the active salary. It is on the fact thus established that the table is constructed. Take the case of a chief clerk retiring, with his salary at the maximum:—

	Salary.	Superannuation.	Saving.
John Brown.....	\$2,400	\$1,200	\$1,200 00
Peter Green, promoted, being at the maximum of his class, \$1,800, receives no increase on promotion.....	1,800	.....	.....
John Smith, an extra clerk, receives \$1.50 a day or \$547.50 yearly, and he is placed on the permanent staff at \$400. ....	.....	.....	147 50
			<u>\$1,347 50</u>

It may be noted, that some of the clerks at their entry receive \$600, but that is on the ground of having passed in optional subjects. But, for the same reason, they receive a much larger salary as extra clerks than the account in this table; and, were their salary as extra clerks and that at which they are admitted to the permanent staff taken as the basis of the calculation, an even larger saving would be shown, than appears by the table now presented.

In the present state of opinion created by the apparently large expenditure for superannuation, it may appear a bold step to maintain that the forced contributions should be held as the property of the contributors and their families. But a close and unprejudiced examination will, I have no hesitation in saying, show the justice of the demand, that the deductions made should be repaid either to the official on retirement from his active duties, with his superannuation allowance, or to his family at his death.

(Signed.)

DOUGLAS BRYMNER.

Department of Agriculture,
Ottawa, 19th January, 1892.

Mr. Wm. FITZGERALD, Superintendent of Insurance was examined.

5299. What is your position in the Civil Service?—Superintendent of Insurance.

5300. You are also Assistant Deputy of the Minister of Finance?—Yes

5301. When were you appointed?—1st December, 1885

5302. Can you give us any idea of the extent to which the insurance has increased since your appointment?—For the year 1885, the amount of fire insurance premiums received was \$4,852,460; in 1890, it was \$5,836,071. The losses paid in 1885 amounted to \$2,679,287, and in 1890 to \$3,266,567. The policies taken in 1885 amounted to \$486,002,908, and in 1890, to \$620,723,945. The amount in force on the 1st January, 1885, was \$605,507,789, on the 31st December, 1885, \$611,794,479, and on the 31st December, 1890, \$720,679,621. In 1885 there were 29 fire companies and there are now 38. The changes are greater in life insurance. The premium income in 1884 was \$4,132,318, in 1885, \$4,619,978, and in 1890, \$8,004,151. The amount of insurance effected in 1884 was \$23,417,912, in 1885, \$27,164,988, and in 1890, \$40,523,456. The amount of insurance in force at the end of 1884 was \$135,453,726, at the end of 1885 it was \$149,962,146, and at the end of 1890, it was \$248,424,577. The number of policies in force at the end of 1884 were 81,470, at the end of 1885, 91,040, and in 1890, 163,306. Of course we have not the returns for the year 1891, which would very largely increase all these figures.

5303. Have you the value of securities under your control?—The total deposits and everything of that kind, including the money in the hands of Canadian trustees for the security of Canadian policy holders amounted at the end of 1885 to \$9,246,349, and at the 3rd of July, 1891, they amounted to \$21,424,194, and during the latter half of the year 1891, there has been added something in the neighbourhood of half a million, so that the amount of securities has considerably more than doubled within the six years.

5304. What staff have you now as compared with the staff in 1885?—In 1885, the staff consisted of four men, the superintendent, Mr. Anderson, chief clerk, Mr. Blackadar, and Mr. McMinn. At present it consists of myself and three others. One has just been put on, but up to two months ago, the staff consisted of myself and two others.

5305. The staff is the same in number as in 1885?—Yes.

5306. And instead of a chief clerk and a first class and second class clerk, you have a first class, a second and a third?—Yes.

5307. What is the cost now?—For the year ending on the 31st March, 1885, the cost was \$10,187.76. For the year ending the 31st March, 1891, it was \$8,008.79.

5308. The expenditure is paid by the insurance companies *pro rata*?—Yes, wholly. I was making an estimate, and I find that the rate we levy is about one-twentieth of one per cent on the net premiums received by the companies.

5309. Although the business has doubled, the cost has decreased?—Yes, very largely.

5310. In making your actuarial work upon the value of these life policies, as you do every year for each of the companies, every one of these policies has to pass through your hands so as to obtain information as to the amount and the time and other matters required to establish the value?—We are only required to do that under the Act once every five years. It would be impossible with double the staff to do that once a year.

5311. Their appropriations to the policy holders are quinquennial?—Yes. We can always tell from year to year very closely whether the returns they make are correct or not; we can make a close estimate of what the value of a company's policies will be, and every five years that value is checked by going into the particulars of every policy. Every policy is valued twice. It is valued and then it is checked, so that at the end of a valuation it may be taken that the valuation is absolutely correct.

5312. Has your attention been called to the reports regarding superannuation and insurance annexed to the report of the Civil Service Commissioners of 1881?—It has.

5313. Have you examined the recent reports of the English Civil Service Commissioners on superannuation?—I have.

5314. Also the papers in connection with the retirement and the insurance?—I have.

5315. The papers in reference to the London and Westminster Bank and the Railway clearing system and so on?—I have.

5316. Assuming that there was a limit of age in appointments to positions in the Civil Service of Canada, do you think a scheme of superannuation plus insurance could

be devised in the interest of the state and to promote the efficiency of the service?—I think there might be a system of insurance that could be worked without any great difficulty. It would certainly be of advantage to the civil servants, and I think it would be no loss to the Government and that it could be carried out without any material expense. I have prepared a number of tables on that subject.

5317. They are two definite schemes?—Yes, they are two separate and distinct schemes. Of course the insurance is largely the same as the system of any insurance company, with this difference, that I make no allowance for expense because there would be none. Every civil servant gets a certain amount every month, and my system would be to take the annual premium payable on his policy, divide that by twelve, and every month deduct from his pay cheque the proper proportion of the premium for the year. So, beyond settling what the premium should be for the particular amount of insurance and for the man, there would be no expense or difficulty connected with it. I have here a table, commencing at the age of twenty up to the age of forty-seven, and giving the annual premium for an insurance of \$1,000 at $3\frac{1}{2}$, 4 and $4\frac{1}{2}$ per cent, and the monthly deductions which would be taken from the pay of the civil servants:—

EXHIBIT A.

TABLE showing annual premium and monthly premium for an insurance of \$1,000, according to the Institute of Actuaries Mortality H. M. Table, interest at $4\frac{1}{2}$, 4 and $3\frac{1}{2}$ per cent, no allowance being made for expenses.

Age at entrance.	Annual Premiums for an Insurance of \$1,000 no Allowance being made for Expenses.			Monthly Payment for an Insurance of \$1,000 without Expenses.		
	$4\frac{1}{2}$ per cent.	4 per cent.	$3\frac{1}{2}$ per cent.	$4\frac{1}{2}$ per cent.	4 per cent.	$3\frac{1}{2}$ per cent.
	\$ cts.	\$ cts.	\$ cts.	\$ cts.	\$ cts.	\$ cts.
20	11 70	12 45	13 30	0 98	1 04	1 11
21	12 02	12 79	13 65	1 00	1 07	1 14
22	12 35	13 13	14 01	1 03	1 09	1 17
23	12 69	13 48	14 38	1 06	1 12	1 19
24	13 06	13 57	14 78	1 09	1 16	1 23
25	13 46	14 28	15 21	1 12	1 19	1 27
26	13 88	14 72	15 66	1 16	1 23	1 31
27	14 33	15 19	16 14	1 19	1 27	1 35
28	14 80	15 67	16 64	1 23	1 31	1 39
29	15 29	16 17	17 15	1 27	1 35	1 43
30	15 80	16 69	17 69	1 32	1 39	1 47
31	16 32	17 23	18 24	1 36	1 44	1 52
32	16 88	17 80	18 83	1 41	1 48	1 57
33	17 46	18 40	19 44	1 46	1 53	1 62
34	18 07	19 03	20 08	1 51	1 59	1 67
35	18 72	19 69	20 76	1 56	1 63	1 73
36	19 40	20 38	21 46	1 62	1 70	1 79
37	20 11	21 11	22 21	1 68	1 76	1 85
38	20 86	21 87	22 98	1 74	1 82	1 92
39	21 64	22 67	23 80	1 80	1 89	1 98
40	22 47	23 52	24 65	1 87	1 96	2 06
41	23 36	24 42	25 57	1 95	2 04	2 13
42	24 30	25 38	26 54	2 03	2 12	2 21
43	25 32	26 40	27 58	2 11	2 20	2 29
44	26 39	27 49	28 68	2 20	2 29	2 39
45	27 54	28 65	29 85	2 29	2 39	2 49
46	28 74	29 87	31 08	2 40	2 49	2 59
47	30 01	31 15	32 37	2 50	2 59	2 69

I have here another table of a different kind:—Taking the case of a junior clerk entering the service at the age of twenty, say at \$700 a year. Assuming that his insurance would be double the amount of his salary, or \$1,400, which would be a fair amount.

EXHIBIT B.

	Age.	Salary.	Insurance.	Monthly Pay.	Monthly deduction for Insurance.			
					4½ p. cent.	4 p. cent.	3½ p. cent.	
					\$ cts.	\$ cts.	\$ cts.	
Enters as Junior Clerk.....	20	700	1,400	58 33	1 37	1 46	1 55	
	21	750	1,500	62 50	1 47	1 57	1 66	
	22	800	1,600	66 66	1 57	1 68	1 78	
	23	850	1,700	70 83	1 67	1 79	1 90	
	24	900	1,800	75 00	1 78	1 91	2 02	
	25	950	1,900	79 16	1 90	2 03	2 15	
	26	1,000	2,000	83 33	2 01	2 15	2 28	
	Promoted to 2nd Class..	27	1,100	2,200	91 66	2 25	2 40	2 55
		28	1,150	2,300	95 83	2 37	2 53	2 69
		29	1,200	2,400	100 00	2 50	2 67	2 83
30		1,250	2,500	104 16	2 63	2 81	2 98	
31		1,300	2,600	108 33	2 77	2 95	3 13	
32		1,350	2,700	112 50	2 91	3 10	3 29	
33		1,400	2,800	116 66	3 06	3 25	3 45	
34		1,400	2,800	116 66	3 06	3 25	3 45	
35		1,400	2,800	116 66	3 06	3 25	3 45	
36		1,400	2,800	116 66	3 06	3 25	3 45	
Promoted to 1st Class.....	37	1,400	2,800	116 66	3 06	3 25	3 45	
	38	1,400	2,800	116 66	3 06	3 25	3 45	
	39	1,400	2,800	116 66	3 06	3 25	3 45	
	40	1,400	2,800	116 66	3 06	3 25	3 45	
	41	1,450	2,900	120 83	3 25	3 45	3 66	
	42	1,500	3,000	125 00	3 45	3 66	3 88	
	43	1,550	3,100	129 16	3 66	3 88	4 11	
	44	1,600	3,200	133 33	3 88	4 11	4 35	
	45	1,650	3,300	137 50	4 11	4 35	4 60	
	46	1,700	3,400	141 66	4 35	4 60	4 86	
Promoted to Chief Clerk.....	47	1,750	3,500	145 83	4 60	4 86	5 13	
	48	1,800	3,600	150 00	4 86	5 12	5 39	
	49	1,800	3,600	150 00	4 86	5 12	5 39	
	50	1,800	3,600	150 00	4 86	5 12	5 39	
	51	1,800	3,600	150 00	4 86	5 12	5 39	
	52	1,800	3,600	150 00	4 86	5 12	5 39	
	53	1,850	3,700	154 16	5 19	5 46	5 74	
	54	1,900	3,800	158 33	5 53	5 81	6 11	
	55	1,950	3,900	162 50	5 90	6 18	6 49	
	56	2,000	4,000	166 66	6 28	6 57	6 89	
57	2,050	4,100	170 83	6 68	6 98	7 31		
58	2,100	4,200	175 00	7 10	7 41	7 75		
59	2,150	4,300	179 16	7 54	7 86	8 21		
60	2,200	4,400	183 33	8 00	8 34	8 70		
61	2,250	4,500	187 50	8 49	8 84	9 21		
62	2,300	4,600	191 67	9 01	9 37	9 75		
63	2,350	4,700	195 83	9 56	9 93	10 32		
64	2,400	4,800	200 00	10 13	10 52	10 91		
65	2,400	4,800	200 00	10 13	10 52	10 91		

5318. Would you take any man without having a medical examination?—Undoubtedly not. There is an Order in Council now providing that no one can be admitted or appointed to the Civil Service unless he has passed an examination. My idea would be to make the insurance optional, and the Government should have the option of refusing a bad risk.

5319. You are going on the supposition that the Government appoint none but healthy men according to the Order in Council?—Precisely.

5320. If a man at the age of 20 did not choose to go in for insurance, and did choose to do so at the age of 40, would you insure him without a medical examination?—No. My idea is that in every such case the man should pass a medical examination. According to this statement (Exhibit B) a civil servant entering at the age of 20 with a salary of \$700 might be assumed to be insured for \$1,400. His monthly pay would

be \$58.33 and the monthly deduction supposing interest to be at $4\frac{1}{2}$ per cent would be \$1.37, it would be \$1.46 at four per cent, and if the interest was at $3\frac{1}{2}$ per cent it would be \$1.55. His pay goes on with statutory increases and promotion up to the age of 65, when he is receiving \$2,400, and he goes out at the end of the year. At the age of 21 he gets \$750, and that gives him an additional \$100 of insurance. His pay, at 21, \$4.17 a month additional, and that would be sufficient to enable him to carry the added amount of insurance. He takes out a new insurance each year and we add the proper premium according to the age. At the age of 33 he reaches \$1,400. Supposing he remains at that until he is 40.

5321. Might it not happen that a man might get to be 55 and be in delicate health. He would have no new examination to pass every year?—That is a matter of detail.

5322. Assuming that there is only one examination, and he is 55 years of age, and getting a salary of \$1,800, he is permitted, being in delicate health to get a promotion to \$2,400. What would you do in such a case?—I should require a new examination.

5323. Would your policy be a conditional or unconditional policy? Supposing a man gets into bad habits and seriously impairs his health after he has taken his insurance?—You mean whether we should forfeit the policy within a reasonable time?

5324. You insure a man in perfect health, but he falls into bad habits and seriously impairs his health. Have you taken that into account, and again the point if a man ceases to be a member of the Civil Service?—In case of ceasing to be a member of the civil service, my idea is that he should take a paid up policy for a proportion of the amount.

5325. Have you any practical experience of the insurance business?—I have had nothing to do with any insurance company, but I see the provisions of the policies of all the insurance companies and I am familiar with the best of them. The old line regular companies as a rule provide that a policy is non-forfeitable for any cause after three years, and some of them after two years. I think the Government could safely follow the practice of the best companies.

5326. Have you taken advice from any one who is conversant with this?—Of course, in order to have anything like constant or even results there should be a large number of lives, but if there are to be a small number of lives, it would only amount to this, that the results would fluctuate a little, but, taken over a number of years, there would not be any loss. To provide against possible loss, it would only amount to increasing the premium slightly. This calculation is made on the supposition that there would be nothing extra, but it would be very simple if necessary to increase the premium slightly. Further, I think that the lives of the civil servants will be found as a rule to be quite as good as the ordinary lives taken by an insurance company, and probably better.

5327. You know by the two months gratuity paid to the widows and representatives the average number of civil servants who died yearly in proportion to the whole?—Yes.

5328. The Canada Life and other insurance companies in their calculations allow for lapses?—They do.

5329. This would mean no lapses and no expenses?—No lapses. Of course the Canada Life and all the other companies take the net premiums and add probably never less than 25 per cent and generally as high as 35 per cent to cover commissions and expenses. A large proportion of the first premium and also a portion of subsequent premiums goes for commissions. Any surplus from that is divided up every year or every five years in the way of profits or bonuses to the policy holders. Here there would be no lapse.

5330. When a person was superannuated, you would give him a paid up policy?—Either that or deduct the necessary premium from his superannuation allowance. I do not see why he should not go on paying until his death.

5331. In the case of a man coming into the service, you would have to guard against more than his not being in good health—you would have to make investigation into the health of his brothers and sisters and parents or you would not have a good

risk?—I think it would not be necessary to go to that length, but provision might be made to have a doctor as we have Dr. Church now in Ottawa, to make a special examination and to make the necessary enquiries.

5332. If you applied your system to all lives you would come to grief?—Yes, but take the ordinary civil servants throughout, and they are just as good lives as the ordinary lives taken by insurance companies. They are in many ways not exposed to the same risks as outsiders.

5333. You think, taking the whole Civil Service, the rates you would charge would cover the risks?—Yes, taking all in ordinary good health. Of course not a man dying with consumption.

5334. This would apply to the outside as well as the inside service because the more you have the better you are?—Well, the results will be more constant if you have a large number. There would be less fluctuation.

5335. Now as to superannuation?—I suppose the question is as to whether superannuation can be made or ought to be made self-sustaining.

5336. How far from self-sustaining is the present rate?—It is very difficult to come anywhere near it. Take the case of a man referred to in Exhibit B commencing at 20 and retiring at 65. The uniform rate sufficient to pay him an annuity equal to 70 per cent of \$2,400 would be \$4.27 per cent of his salary basing the calculation on a rate of $4\frac{1}{2}$ per cent interest, assuming the promotions to take place as assumed in that exhibit. I have taken the same man and assumed his salary to increase in the same way and have supposed that instead of paying a uniform rate, the rate increased as the salary increased. According to Exhibit C, his first premium would be \$18.85 out of a salary of \$700 for the first year. The next year he would get \$750, and his prospective annuity would have increased \$35, and he would have to pay \$20.27, and so on. Beyond 48 years of age it would increase so rapidly that I have not shown the figures, so I think the increasing premium is out of the question. It is quite impracticable.

5337. Have you put anything to your credit for lapses?—I have assumed that there is no lapse.

5338. It does not matter whether he takes the value of his money at the age of 65 or not—this \$4.27 would be sufficient to make the fund self-sustaining though any one who resigned or who was dismissed took out of the fund all he had paid in?—Yes.

5339. You have not taken any benefit of lapses?—No; I think dismissal should not forfeit the money paid in. I am not clear that it should forfeit superannuation. I am inclined to think it should not. I have here another table marked D showing the annual premium for an annuity to be entered upon at the age of 65 and continue for the remainder of the life. Then here is a table (Exhibit E) showing the uniform rates in several cases, at $4\frac{1}{2}$ per cent for an annuity equal to 70 per cent of the salary at the time of retirement, assuming salaries first from \$400 to \$1,400 increasing by \$50 a year, and then from \$700 to \$1,800, increasing the same way, and also salaries from \$1,100 to \$2,400. At the age of 20, if a salary increased from \$400 to \$1,400 the uniform rate of 3.3 per cent would be sufficient to provide the annuity. If the salary were from \$700 to \$1,800, the amount of 3.38 would be required, and if the salary rate from \$1,100 to \$2,400, the percentage would be 3.16. If the salary continued uniform $2\frac{1}{4}$ per cent would be sufficient. I have the same calculation for the ages of 25, 30 and 35.

EXHIBIT C.

Age.	Salary.	Prospective annuity to be entered on at 65.	Annual Premium.	Monthly Pay.	Monthly Deduction.
	\$	\$	\$ cts.	\$ cts.	\$ cts.
20	700	490	18 85	58 33	1 57
21	750	525	20 27	62 50	1 69
22	800	560	21 77	66 66	1 81
23	850	595	23 36	70 83	1 95
24	900	630	25 04	75 00	2 09
25	950	665	26 81	79 16	2 23
26	1,000	700	28 69	83 33	2 39
27	1,100	770	32 68	91 66	2 72
28	1,150	805	34 82	95 83	2 90
29	1,200	840	37 06	100 00	3 09
30	1,250	875	39 45	104 16	3 29
31	1,300	910	41 99	108 33	3 49
32	1,350	945	44 69	112 50	3 72
33	1,400	980	47 57	116 66	3 96
34	1,400	980	47 57	116 66	3 96
35	1,400	980	47 57	116 66	3 96
36	1,400	980	47 57	116 66	3 96
37	1,400	980	47 57	116 66	3 96
38	1,400	980	47 57	116 66	3 96
39	1,400	980	47 57	116 66	3 96
40	1,400	980	47 57	116 66	3 96
41	1,450	1,015	52 50	120 83	4 37
42	1,500	1,050	57 87	125 00	4 82
43	1,550	1,085	63 69	129 16	5 31
44	1,600	1,120	70 12	133 33	5 84
45	1,650	1,155	76 95	137 50	6 41
46	1,700	1,190	84 39	141 66	7 03
47	1,750	1,225	92 52	145 83	7 71
48	1,800	1,260	101 41	150 00	8 45

EXHIBIT D.

ANNUAL premium for an annuity of \$1,000 to be entered on at age 65 (interest at 4 per cent.) and continue for remainder of life.

Age.	Premium.	Age.	Premium.	Age.	Premium.
	\$ cts.		\$ cts.		\$ cts.
20	38 45	32	77 20	44	179 95
21	40 61	33	82 23	45	195 40
22	42 91	34	87 68	46	212 79
23	45 38	35	93 61	47	232 32
24	48 00	36	100 67	48	254 69
25	50 80	37	107 07	49	280 15
26	53 81	38	114 62	50	309 41
27	57 03	39	123 11	51	343 31
28	60 50	40	132 36	52	383 07
29	64 22	41	142 50	53	430 13
30	68 23	42	153 70	54	486 39
31	72 56	43	166 17		

EXHIBIT E.

INTEREST at $4\frac{1}{2}$ per cent.

Age.	Increasing.			Salaries Constant.
	Salaries, \$400 to \$1,400.	\$700 to \$1,800.	\$1,100 to \$2,400.	
	\$ cts.	\$ cts.	\$ cts.	
20.....	3 30	3 38	3 16	2 25
25.....	4 54	4 34	4 30	3 04
30.....	6 36	6 06	6 02	4 15
35.....	7 91	7 50	7 42	4 97

In the above cases the increase of salary is supposed to be continuous. Should the salary remain stationary during certain periods the rate will be slightly increased, and should the salary be increased more than \$50 in any one year, the rate per cent would be diminished.

SALARIES constant throughout the period of service.

Age.	5 per cent Estimated.	$4\frac{1}{2}$ per cent Estimated.	4 per cent Estimated.	$3\frac{1}{2}$ per cent Estimated.
	\$ cts.	\$ cts.	\$ cts.	\$ cts.
20.....	1 89	2 25	2 69	3 21
25.....	2 60	3 04	3 56	4 16
27.....	2 96	3 43	3 99	4 64
30.....	3 60	4 15	4 78	5 49
35.....	4 39	4 97	5 62	6 34
40.....	5 37	5 96	6 62	7 35

you can see how rapidly the percentage goes up as the age increases. In connection with that I have made an estimate of the average age at entrance of the present members of the inside service from the Civil Service List, and I find it is a small fraction over 27. There are two or three of the departments in which the average would be under twenty-five. The Post Office Department is one of them. There is another department where the average age has been high, the Indian Department. A great many old persons have gone in there. These figures include men who have gone in as high as 60 years of age, some messengers for example. At the foot of table E, there is another table showing, if the salaries are to remain constant throughout for the self-sustaining fund, what percentage will be necessary.

5340. And allowing officers on resignation or dismissal to take out the moneys they had paid in?—Certainly. It is not intended that there should be any forfeiture.

5341. What do you consider the great drawback in our present system of superannuation?—The drawback, as far as the fund is concerned, is putting a great many upon the fund who have contributed nothing to it.

5342. Or at advanced years who did not contribute fairly?—Certainly, it is an injustice to those who contribute largely.

5343. What do you think of the addition of a certain number of years work when a man is superannuated?—There is no doubt it is bad for the fund, and in every case of that kind it appears to me that the Government may fairly be expected to bear the expense and that the fund should not be chargeable with it.

5344. Suppose they appoint a postmaster at the age of 54 and he stays there until he is 65, he goes out with 11.50 of his salary if he paid during that time?—Yes, according to the present system.

5345. Take the postmaster at \$4,000 appointed at the age of 54?—He should pay \$48.64 per year for each \$100 annuity he would receive, to be entered upon at 65.

5346. He would not then get anything but what he paid for?—No, he would get what he paid for.

5347. In other instances, however, it may be considered that superannuations have resulted in benefit to the state by promoting efficiency and economy?—I should think clearly so.

5348. Take a department where men have been superannuated and not replaced?—In the Finance Department in the past year there have been three superannuated, Jarvis, and Baxter, and Tims, and no one has been appointed to replace them, so instead of being paid their full salary they are only paid superannuation, and that saves a very considerable sum each year. In that way it appears to me that the manner in which the account is presented by the Auditor General does not do justice to the fund. The whole salary should be credited to the fund and the superannuation should be charged. The theory should be that a man will not be superannuated until he is 60 or 65, and when a man is superannuated at 50 or 55, it is not fair to charge the superannuation fund with the whole allowance, but the salary of the man up to that time should be credited as against the superannuation allowance, and that would make a vast difference in the result if the fund be thus dealt with.

5349. In those funds which you have examined or some of them, the companies or banks began by giving a capital, did they not?—Exactly.

5350. The Railway Clearing-house pays what?—Pays one-half, and so in any other system that I have examined.

5351. The only way to make the fund self-sustaining is that the Government should make good the amount of any superannuation given out of the ordinary?—Yes, the Government should, in addition to its proper contribution thereto, make good the extra amount of any superannuation given out of the ordinary course.

Mr. A. M. BURGESS was re-called and examined.

5352. In your last examination you said you would bring down a statement showing the number of men employed in your outside service?—Yes, this schedule marked "A" shows that, and also those who are getting the benefit of the Superannuation Act.

5353. Then you promised to bring a statement with reference to the patents issued in Manitoba and the North-West Territories?—I have looked more closely into that, and I find it would probably be inconvenient, in consequence of the registration system to include more than one section in each patent. We could include in one patent or one notification to the registrar, which by the law is declared to be equivalent to a patent in certain case, a very large number of sections of land; but, seeing that the section of land is the unit of subdivision, and that the registrars conduct their business and that their books are prepared specially on that principle, I have come to the conclusion that it would be inconvenient to include more than one section in a patent as a rule. Therefore, the number of patents or certificates, or whatever you might call them that would be actually issued to the Canadian Pacific Railway and other railway companies and the Hudson Bay Company, in order to be applicable to all the public lands would not effect any very great saving in the actual number of patents to be issued. I produce specimens of all the patents we issue.

5354. You promised to bring down the Order in Council creating the Land Commissioner's office at Winnipeg, and giving the reason?—Yes, I produce it. (Ref. 38,372.)

Copy of a Report of a Committee of the Honourable the Privy Council, approved by His Excellency the Governor General in Council, on 31st October, 1881.

The Committee of Council have had under consideration a memorandum, dated 29th October, 1881, hereto annexed, from the Minister of the Interior, in which he sub-

mits certain remarks and recommendations relative to the Dominion Lands Branch of his department, with the view of securing increased efficiency in the administration of the affairs of that branch, and they respectfully advise that the several recommendations of the Minister of the Interior be approved and carried into effect.

Certified,

(Signed)

J. O. COTÉ,

Clerk Privy Council.

DEPARTMENT OF THE INTERIOR, CANADA,
OTTAWA, 29th October, 1881.

(Memorandum.)

The undersigned has the honour to submit to Council the following remarks and recommendations relative to the Dominion Lands Branch of his department.

When the department was organized a little more than eight years ago, the development of the North-West could hardly be said to have begun. Beyond that which existed at the time the country was acquired, settlement had but commenced, even within the Province of Manitoba, and the land business was in its infancy. For these reasons, and also because of the tentative nature of the system and regulations adopted, it was thought expedient to carry on the Dominion Lands correspondence and many of its transactions in detail through the head office here. This was rendered practicable by the comparatively limited number of those transactions and by the fact that the only delay to which applicants were subject in having their claims to lands disposed of, or their disputes respecting title thereto adjusted, was usually that involved in the transmission of papers to and from Ottawa and Winnipeg. The impetus of late given to settlement by the progress of construction of the Canadian Pacific Railway, and by the better and more widely-spread knowledge of the agricultural and other resources of the lands in the North-West which has been disseminated, has so increased the volume of business connected with the administration of those lands as to render it absolutely necessary in the opinion of the undersigned to make provision for the more speedy disposal of the claims and disputes alluded to by having them, as far as practicable, finally dealt with at Winnipeg.

This object, in the opinion of the undersigned, would best be effected in the manner hereinafter suggested, that is to say:—

Commissioner.

1. By the appointment of an officer to be styled the Commissioner of Dominion Lands, whose duties shall be—

(a) To have, under instructions from the Minister of the Interior, general charge and supervision of the land granting, timber and mining business of his department in Manitoba and the North-West Territories.

(b) To suspend, at his discretion, any Dominion Lands officer in Manitoba or the North-West Territories, except the inspector of agencies hereinafter referred to, and to appoint temporary substitutes, who shall continue to perform the duties of the suspended officers until the decision of the Minister of the Interior has been rendered in the premises.

(c) To perform such other duties as may from time to time be imposed upon him by Order in Council.

The salary of such Commissioner of Dominion Lands to be \$5,000 (five thousand dollars) per annum.

Inspector.

2. By the appointment of an officer to be styled the Inspector of Dominion Lands Agencies, whose duties shall be, under instructions from the Minister of the Interior—

(a) To inspect and report upon all land agencies in Manitoba and North-West Territories.

(b) To inspect and report upon all matters relating to timber agencies, limits and permits, in Manitoba and the North-West Territories, and the collection of rents, royalties and other dues from timber, mining, pasturage and other lands.

(c) To report from time to time through the Commissioner of Dominion Lands to the Deputy of the Minister of the Interior, upon all subjects within the scope of his duties.

(d) To report, without instructions, when any matter comes under his observation which is, in his judgment, of sufficient importance.

(e) To perform such other duties as may from time to time be imposed upon him by Order in Council.

The salary of such Inspector of Dominion Lands Agencies to be three thousand two hundred dollars (\$3,200) per annum, and his headquarters to be at Winnipeg or wherever otherwise ordered by the Minister of the Interior.

Land Board.

3. By the establishment of a Dominion Lands Board, to investigate and settle all disputed questions arising out of the duties imposed upon the Commissioner of Dominion Lands and the Inspector of Dominion Lands Agencies and all matters connected with the administration of the Dominion Lands system in Manitoba and the North-West Territories.

(a) The Board, for the present, to consist of the said Commissioner and Inspector, who shall have equal authority as such members.

(b) The decision of the Board, as a general rule to be held as final, subject of course to the jurisdiction of the legal tribunals.

(c) In cases of difference of opinion between the members of the Board, the subject to be referred to the Minister of the Interior for decision.

(d) The Board to report from time to time any suggestions for the improvement of the system of administration, or any other matter within the purview of their duties which in the public interest they may deem expedient.

(e) The duties of the Commissioner and the Inspector as members of the Board to be held, to be a portion of their ordinary duties.

(f) All documents, decisions and reports of the Board to be signed by both the members, and all correspondence connected therewith to be conducted either by them or by some person on behalf of both. The decisions of the Board to be carried into effect by the proper departmental officers on being communicated to them by the Board.

(g) Neither the Commissioner nor the Inspector shall, directly or indirectly, while in office, purchase lands, public or private, except on application to and with the consent of the Minister of the Interior.

Respectfully submitted,

(Signed,)

JOHN A. MACDONALD.

Minister of the Interior.

5355. This land office was created for the more speedy disposal of claims and disputes?—Yes.

5356. And at that time the Canadian Pacific Railway was not constructed?—No.

5357. It was in process of construction?—Yes.

5358. The salary of the Commissioner of Dominion Lands is \$5,000?—Yes.

5359. Is there a Dominion Lands Board?—Yes, it consists of the Commissioner, the Superintendent of Mines and the Inspector of agencies.

5360. The Superintendent of Mines resides at Calgary?—Yes.

5361. In case of a difference of opinion between the members of the board, the subject is referred to the Minister for decision?—Yes.

5362. Part of the duty of the inspector is to report from time to time through the Commissioner of Dominion Lands to the deputy minister?—Yes.

5363. The Commissioner of Dominion Lands also reports to you?—Yes.
5364. Although practically his salary is considerably more than your own?—Yes.
5365. Now that the railway is open, a great deal of the reason for the appointment of the land board at Winnipeg is done away with?—No doubt it makes a considerable difference.
5366. Many of those clerks at Winnipeg could be done away with?—A considerable number of them could be.
5367. The Superintendent of Mines resides at Calgary, because the mines are principally in the Rocky Mountains?—Yes; and in British Columbia.
5368. You could not have him here at Ottawa?—I think the balance of convenience is in favour of his being where he is.
5369. The others are all quite local and would have to be continued?—Yes; as far as the agencies are concerned.
5370. Could not a great deal of the work of the Dominion Lands Office be done in the Dominion Lands agency at Winnipeg?—No; I do not think so. There is an agency at Winnipeg, but its business is of the ordinary character; and the experiment of making the agent of Dominion Lands at Winnipeg a chief agent, and having him practically perform a great many of the duties now entrusted to the Commissioner has been tried.
5371. How often does your land board sit?—There are no stated periods.
5372. Do they sit once a month on an average?—Not the full board.
5373. They could not because the Superintendent of Mines is at Calgary?—A great deal of the time.
5374. And the inspector is travelling?—Yes.
5375. You have a secretary of that board?—Yes; and he is also secretary of the Commissioner's office.
5376. And you have an assistant secretary?—Yes.
5377. Is he also assistant secretary of the Commission?—Yes.
5378. Is not the reason for the Half-breeds' Commission dying away?—Yes; as far as Manitoba is concerned, but there are still half-breeds arising in the North-West.
5379. That will die away in time?—Yes.
5380. What is your Intelligence Office?—That is an office at some railway station not connected directly with any of the agencies, which we keep open for half the year and where people in search of land are in the habit of going. There is an office at Medicine Hat, where a few people stay off looking for land. That is about half-way between Regina and Calgary, and the place is within the Calgary agency. The agent was in the habit of sending information every day to the Intelligence Officer as to the land within the agency which was taken up. When the settlers went to the office they were able to tell that certain lands in that vicinity were no longer open.
5381. There are Indian offices also at Regina?—Yes.
5382. Quite distinct from yours?—Yes.
5383. Is it necessary to have a staff of this number at Regina now?—Absolutely. It is a very large and important district and yields a very considerable proportion of our whole revenue.
5384. Do you not think that the necessary Indian business that requires to be done there could be done by your staff?—It is impossible. Our men are very busily employed all the year round. As to the Commissioner's office at Winnipeg since I was before the Commission before, I have reflected on the matter and given very careful consideration to the subject of whether it is in the public interest that the Commissioner's office in Winnipeg should be maintained as at present, and I have come to the conclusion that this is a question of Government policy and that I should not express any opinion upon it. The last time I was here I was asked as to the possibility of reducing the volume of records in the Department of the Interior. I find that on the 11th July, 1890, Mr. Courtney sent me a circular from the Treasury Board on that subject, and that on the 19th November, 1890, I answered it saying that "the papers of record in the Department of the Interior all have relation to the titles of land and cannot be

destroyed. On the contrary, it is of the greatest possible consequence, in my opinion, that provision should be made for preserving them from danger of being injured either by accident or design. I regret to say that at the present moment they are in a very unprotected state." I called the attention of the Commissioners when they visited the department to the subject, and I now beg to submit, with the concurrence of the Minister of the Interior, a copy of a memorandum I made on the subject dated the 4th December, 1889, addressed to the Minister, and by him submitted to Council, dealing with the question of accommodation in the Department of the Interior on which, so far as I am aware, no action has been taken.

222536.

(Copy.)

DEPARTMENT OF THE INTERIOR,
OTTAWA, 4th December, 1889.

SIR,—I have the honour to submit herewith a report prepared at my request, by Mr. King, Chief Inspector of Surveys, in relation to the space occupied by this department in the eastern block, accompanied by a plan and schedule, also a report from Mr. Deville, the Surveyor General, as to the accommodations proposed to be allotted to his branch of the department in the attic of the western block. Mr. King's report makes quite clear the unfavourable conditions under which the work of the department is being performed. This unsatisfactory state of affairs has prevailed for several years, and has quite naturally been growing worse with the increase of the staff. I am myself in my fifteenth year of service in the department, and in that time have seen it develop from being one of the smallest to be one of the largest and most important in the public service, and I call your attention to the fact that not one additional inch of room in the building has been made available for its work since 1879, when a portion of the attic on Wellington street was fitted up for its use. Meantime the only relief afforded has been found in the renting of rooms outside. What was at first the Indian Branch of the Interior Department has been erected into a separate department, and accommodation found for it elsewhere; and for the seven years during which I have been deputy head of the Department of the Interior, I have had to labour under the tremendous disadvantage of having the branch charged with the survey and classification of the public lands conducting its operations in a building on Wellington Street, where it was impossible for me to exercise over it that supervision which I regard it as my duty to give to every division of that portion of the service entrusted by the Government to my care. I did the best I could under the circumstances, and with the willing and loyal assistance of Mr. Deville, the officer in charge of the branch, I endeavoured, at a great addition to the labour which would have been involved had all the branches of the department been under one roof, to compensate for the inconvenience of the position in which I was placed by devoting the official day wholly to routine work, while such of my duties as required reading and reflection necessarily fell to be done when I should have been resting. I was able to do this because I was young, in vigorous health, and as enthusiastic as one would be expected to be, who, without claims of any kind on the consideration of the Government except such as I had earned by devotion to my duties, had been raised from the ranks and placed in permanent charge of so important a department. That I put up with the inconveniences and disadvantages alluded to uncomplainingly, Sir John Macdonald, Sir David Macpherson and you yourself can all testify, as would my late lamented chief, Mr. White, if he were living. I was the more encouraged to do this because I saw day by day rising on Wellington street a handsome and spacious building which I was told from time to time was being constructed for the Department of the Interior. This impression was confirmed by the statement made in Parliament by the Honourable the Minister of Public Works; and by the fact that in regard to the internal arrangement of a considerable part of the block I had the honour of being consulted by the Government. Indeed I was informed by the late Minister of the Interior, and subsequently by yourself, that the ground floor of the building and one-half of the first floor had been definitely allotted to us by the Committee of Council, an arrangement which

would have afforded us the requisite space under one roof. It stands to reason that no man can do himself justice in the management of the affairs of a large department if the necessary facilities for his work are not afforded him ; and I hope I am not unreasonable if I respectfully submit that it is very disheartening to find, now that the new block has been completed and occupied, that the Department of the Interior, for whose accommodation it was alleged to have been designed and constructed, is the only department which has not been allotted one inch of additional space, and that the inconvenience and disadvantage of having to carry on the work with one of the most important branches situated in a separate building at a considerable distance from my own office, is likely not only not to be remedied, but is to do greatly and permanently aggravated by having that branch removed to an almost inaccessible attic in the Western Block. You have yourself had daily experience, since becoming Minister, of these inconveniences and disadvantages ; but it is even more serious for me since, if the theory that the appointment is permanent holds good, in my case, I am doomed to experience these evil results for the remainder of my working life.

The seriousness of the situation has only to be stated in order to be admitted ; and I am hopeful that even yet steps may be taken to rectify what is so manifestly wrong. What these steps ought to be it is not for me to say, since any suggestion which I could make would mean sooner or later the readjustment of the housing of the various departments, and consequent inconveniences to those who might be affected by such readjustment. It would be as unlikely, however, that a workman should produce first class work with fifth rate tools, as that the deputy of any department should be able to manage his business successfully with one half of his staff in the attic of one building and the other half in the attic of another. For the reasons stated in the memorandum of the Surveyor General and the further reasons herein related, I respectfully but earnestly protest against the removal of the Surveys Branch into the attic of the Western Block, for I can clearly see that the expense necessary to fit it up would be so great that the arrangement would have to be regarded as permanent. I should be satisfied, in the meantime, if quarters were secured outside, for in the nature of things that arrangement must be temporary, and would permit of the expectation that in a short time the various divisions of the department would be brought together, so as to enable its Deputy Minister to exercise over it that supervision without which it would be next to a miracle if it were successfully managed. I should not be doing justice to the gentlemen in charge of the several branches and divisions of the department if I did not say that the absence of anything of that description so far is largely due to their individual energy, loyalty and good-will to myself ; for nothing could be more cordial than the relations which now subsist and have always subsisted between us. The good management of a department ought not, however, to be dependent on conditions which are subject to be changed with any change of officers or any change in the personal relations they bear to each other.

While on this subject I beg to call your attention to the serious responsibility which the Government assumes by permitting the continuance of the present condition of affairs, in so far as the space which the department occupies in the Eastern Block is concerned. In the attic are stored the plans and field notes of all the surveyed public lands under the control of the Dominion Government, collected and made at an expense of from four to five millions of dollars. As pointed out in Mr. King's memorandum, the attic is a veritable fire trap, and liable at any moment to be destroyed with all its contents, in which event what it cost the Dominion so much to produce and collect would be utterly destroyed, and could not be replaced for less than the original cost, to say nothing of the chaos which would be the immediate consequence. These records must be conveniently accessible during every working hour of the day, as they are constantly being referred to in the conduct of the departmental business ; not to have them so accessible would mean that the business would have to come to a standstill so that no proposition to store them elsewhere could be entertained.

The foundation of title for every acre of land in Manitoba and the North-West Territories, patented or unpatented, necessarily lies in the books and records of the Land Patenting Branch of the department, which are also in this unsafe part of the building

and equally liable to destruction by fire. What would be the disastrous consequences to the people of the North-West if a fire in the attic of the Eastern Departmental Block one cannot contemplate with equanimity.

Ministers of the Crown must themselves have observed, when walking through the corridors of the Eastern Block, on their way to the Council, that in consequence of the lack of room in which to place our records, they are gradually filling up and encumbering the passages. This in itself is bad enough; but what is far worse is that any one of the two hundred odd thousand files composing the records of our correspondence could be stolen or destroyed by any interested or evilly disposed person, with little chance of the discovery of the miscreant, and no possible chance, so long as the present state of affairs lasts, of taking any precaution which would prevent such a thing from happening.

I have from time to time brought all those facts privately to the attention of the several gentlemen occupying the office which you now hold, simply that they might not be taken unawares if some accident happened. I now call your attention to them for the express purpose of relieving myself of the tremendous responsibility which would rest upon me if I omitted to bring what I conceive to be the gravity of the situation before the Government in a formal and official way.

I greatly regret that this communication should be, as it could not well help being, so personal in its nature. It must be remembered, however, that for the past seven years I have been encouraged to put up with many drawbacks and difficulties by the hope of entire relief, if not a large measure of compensation, in the improved facilities for work which would be put within my reach, and the reach of the officers engaged with me in the practical working of the department, when the new block was finished. With the situation as it is to-day, and the present prospect for the future, is it to be wondered at that I am disheartened and discouraged?

I have the honour to be, Sir, your obedient servant,

(Signed,) A. M. BURGESS,

Deputy of the Minister of the Interior.

I was also asked to give the Commission a statement of the Dominion Land Surveyors who are in default and of the whole amount of the defalcation. I also explained that in addition to that a surveyor named Dawson had been overpaid by an oversight the amount of \$5,853.12, that he had been paid for work on the supposition that it was properly done, but that we found we could not accept it. We obtained a judgment against him for the amount, but the sheriff returned *nullum bonum* :—

Statement showing Names of Dominion Land Surveyors who are Defaulters.

1880.....	A. McNab.....	\$1,000 00
1881.....	A. L. Poudrier.....	1,110 00
1882.....	L. J. Garvin.....	\$1,188 02
1882.....	H. Lawe.....	1,512 00
1882.....	C. H. Davis.....	1,133 34
1882.....	John Hill.....	1,500 00
1882.....	Francis Jones & Co.....	6,000 00
		11,333 36

5385. When you were here last, you gave a very strong opinion that the officers of your outside service should come under the Superannuation Act?—Yes.

5386. And that you would prepare a memorandum on that?—I will send it in.

5387. Will you prepare a theoretical organization of your department as it would be if you had a clean slate, showing what staff you would desire and a comparison with your present staff?—Yes; I find on enquiry that my recollection was correct that there has been no defalcation in the last five years on the part of the surveyors. The Commissioners also enquired what was the relative cost of producing our plans of townships under the existing system and under the system in force before. The Surveyor General prepared a memorandum for me on the subject, and he states that it is very hard to say what the exact cost now really is, and that no comparative statement can be made which would be useful to the Commissioners, so much of the cost depending upon the number of columns used on the plans to show the

quality of the land ; but, generally speaking, he says that the average cost of producing the plans in 1882 on the system existing then was \$7 per plan. Under the old system we had to pay \$5 to the lithographer for every plan, but the cost of preparing the original plan, as it was called at headquarters here, was about \$10. That is, it would cost about \$15 per plan. Under the existing system it costs about \$8, because we place the plan directly upon the stone. Whether the average has been more or less than \$8 per plan since 1883, I would not like to state positively, and I am afraid the material for an exact calculation is not at our disposal. The printers we employ are not exclusively engaged in the production of plans. They do map work and so on.

5388. You have always had a secretary for the department?—Since 1882, when I was appointed.

5389. What proportion of letters are signed by the secretary and by the deputy?—There is an assistant secretary who does the greater part of the signing, but the preparation of the letters falls largely upon the secretary. I look after important letters myself.

5390. The assistant secretary does not sign without authority?—No ; in every case he finds my initials or those of the secretary on the draft. If I dictate to the shorthand writer and he produces the draft on the type-writer, then I initial it and the draft is copied.

5391. Is there any saving of time in having the draft instead of the letter brought to you for signature?—The letter is really prepared.

5392. Could you not sign as easily as initial?—Yes.

5393. Is not the secretary simply another wheel in the machine? Could not the Deputy Minister sign his letters as well as initial them?—In regard to myself, I initial a very small proportion of the whole correspondence, only such as is of sufficient consequence to be preserved for consideration by myself or the Minister.

5394. Who initials the others?—The secretary.

5395. He sends out a great many letters that neither you nor the Minister ever see?—Yes ; nine-tenths of the whole correspondence.

5396. Are those only acknowledgments?—No ; they are matters of information.

5397. In the Interior Department the secretary conducts a great portion of the correspondence that does not come to you or to the Minister?—Necessarily. We have over 60,000 letters a year, and it would be physically impossible for the Minister or myself to pretend to look at them all.

5398. But those letters are not signed "A. M. Burgess," per se and so?—No, the man who answers signs his own name. There is an assistant secretary, and the theory is that he shall answer all that he possibly can. He only sends those to the secretary that he considers of more than ordinary consequence, and the secretary in turn reserves for my consideration, and the consideration of the Minister, only a certain proportion of those that come to him. This process of sifting is rendered necessary by the great volume of the correspondence, and upon that a great deal of the correspondence is done. There was a time when we acknowledged the receipt of letters. We have stopped that system wholly. It operated disadvantageously in two ways. Having acknowledged the letter, the officers who had to deal with it did not feel in so much of a hurry to go further, and the man having charge of the subject, seeing that the letter was acknowledged, often did not look beneath on the file but pigeon-holed it. I have arranged now that the matter shall be dealt with finally and the writer shall have his answer.

5399. Do you delegate at all to the secretary the management of the staff?—In his own branch.

5400. That is because he is a chief clerk?—Yes, and he is the chief clerk of the department as well as a chief clerk in charge of a branch ; therefore I delegate to him many duties connected with the management of the staff which but for the great pressure on my time I would not.

5401. Have you an attendance book for each branch?—Yes.

5402. Does the secretary look after the book in his branch?—Yes, once a month, and I do at another period of the month, always when I come to the pay-list. I found I could not do it every day, one portion of our staff being in an outside building.

DEPARTMENT OF THE INTERIOR.

Dominion Lands.

STATEMENT of Expenditure for Outside Service showing Salaries, &c.

NOTE—Those employees marked thus * pay superannuation.

Name.	Rank.	Gross Annual Salary, 1891-92.	Con-tingencies, 1890-91.	Totals.	Nature of Appointment.
		\$ cts.	\$ cts.	\$ cts.	
<i>Office of Commissioner of Dominion Lands, Winnipeg.</i>					
*H. H. Smith.....	Commissioner of Dom. Lands..	5,000 00			Order in Council.
*J. M. Gordon.....	Inspector of Agencies.....	2,200 00			do
*T. R. Burpe.....	Secretary of Land Board.....	2,000 00			do
*R. A. Ruttan.....	Assistant Secretary.....	1,500 00			do
*L. M. Fortier.....	Clerk.....	1,200 00			do
*E. H. Taylor.....	Accountant.....	1,200 00			do
Ransom Dolbear.....	Clerk.....	1,095 00			Temporary.
K. Graburn.....	do.....	1,050 00			do
F. Fitzroy Dixon.....	do.....	1,150 00			do
M. Donoghue.....	do.....	916 25			do
W. R. Rowan.....	do.....	750 00			do
E. S. Bond.....	do.....	720 00			do
H. B. Perrin.....	do.....	700 00			do
*Mrs. M. R. Scott.....	do.....	500 00			Order in Council.
Alexander Norquay.....	do.....	600 00			Temporary.
Mrs. E. Livingston.....	do.....	500 00			do
Miss G. E. Turnock.....	do.....	480 00			do
Mrs. K. Guilmette.....	do.....	365 00			do
Richard Breen.....	Janitor.....	600 00			do
		22,526 25	1,547 16	24,073 41	
	Special service, 1890-91.....			4,354 13	
<i>Superintendent of Mines Office, Calgary, N. W. T.</i>					
*William Pearce.....	Superintendent of Mines.....	3,200 00			Order in Council.
F. H. Turnock.....	Clerk.....	1,050 00			Temporary.
		4,250 00	2,635 01	6,885 01	
<i>Half-breed Claims Commission.</i>					
Roger Goulet.....	Chairman, Winnipeg.....	2,190 00		2,190 00	Order in Council.
<i>Homestead Inspection.</i>					
Thomas H. Aikman.....	Inspector.....	1,200 00			Temporary.
John Rogers.....	do.....	1,200 00			do
R. S. Park.....	do.....	1,200 00			do
J. J. Arsenault.....	do.....	1,200 00			do
*John Allison.....	do.....	1,200 00			No Ord. in Council.
W. H. Allison.....	do.....	1,200 00			Temporary.
*W. C. de Balinhard.....	do.....	1,200 00			Order in Council.
		8,400 00	6,716 43	15,116 43	
<i>Intelligence Officers.</i>					
Robert Doull.....	Medicine Hat, N. W. T.....	1,095 00	16 70	1,111 70	Temporary.
C. R. Hendrickson.....	Whitewood, N. W. T.....	150 00		150 00	
		1,245 00	16 70	1,261 70	
	Carried forward.....	58,611 25	10,915 30	53,880 68	

STATEMENT of Expenditure for Outside Service showing Salaries, &c.—Continued.

NOTE—Those employees marked thus * pay superannuation.

Name.	Rank.	Gross Annual Salary, 1891-92.	Con-tingencies, 1890-91.	Totals.	Nature of Appointment.
		\$ cts.	\$ cts.	\$ cts.	
	DOMINION LANDS AGENCIES.				
	Brought forward.....	38,611 25	10,915 30	53,880 68	
	<i>Dom. Lands Office, Winnipeg.</i>				
*E. F. Stephenson ..	Agent.....	2,000 00			Order in Council.
*J. M. Sutherland ..	Clerk	1,095 00			do for only
John MacBeth.....	do	900 00			\$700 per annum.
A. F. Crowe	do	850 00			Temporary.
B. H. Humphrys ..	do	730 00			do
		5,575 00	430 50	6,005 50	
	<i>Dominion Lands Office, Lake Dauphin, Man. (Sub-Dist.)</i>				
Robert Gunne	Acting agent.....	900 00	49 13	949 13	Order in Council.
	<i>Dominion Lands Office, Brandon, Man.</i>				
*W. H. Hiam.....	Agent.....	1,500 00			Order in Council.
W. L. Orde.....	Clerk.....	1,095 00			Temporary.
W. S. Cottingham ..	do	800 00			do
J. R. Davidson	do	600 00			do
		3,995 00	352 46	4,347 46	
	<i>Dominion Lands Office, Birtle, Man.</i>				
*W. G. Pentland.....	Agent.....	1,200 00			Order in Council.
F. K. Herchmer	Clerk	800 00			Temporary.
		2,000 00	350 57	2,350 57	
	<i>Dominion Lands Office, Deloraine, Man.</i>				
*John Flesher	Agent.....	1,200 00			Order in Council.
John May.....	Clerk	1,095 00			Temporary.
		2,295 00	295 80	2,590 80	
	<i>Dominion Lands Office, Minnedosa, Man.</i>				
*W. M. Hilliard	Agent.....	1,200 00			Order in Council.
W. H. Cottingham ..	Clerk.....	1,095 00			Temporary.
M. O'R. Jarvis.....	do	600 00			do
		2,895 00	425 30	3,320 30	
	<i>Dominion Lands Office, Regina, N. W. T.</i>				
*W. H. Stevenson.....	Agent.....	1,500 00			Order in Council.
*A. J. Fraser.....	Clerk	1,095 00			Trans. from Dep. of Justice, but no O. in C. authorizing the transfer.
John Dobbin.....	do	800 00			Temporary.
Samuel Gray.....	do	912 50			do
		4,307 50	333 54	4,641 04	
	Carried forward.....	60,578 75	13,152 60	78,085 48	

STATEMENT of Expenditure for Outside Service, showing Salaries, &c.—Continued.

NOTE—Those employees marked thus * pay superannuation.

Name.	Rank.	Gross Annual Salary, 1891-92.	Contingencies 1890-91.	Totals.	Nature of Appointment.
DOMINION LANDS AGENCIES.		\$ cts.	\$ cts.	\$ cts.	
Brought forward.....		60,578 75	13,152 60	78,085 48	
<i>Dominion Lands Office, Calgary, N. W. T.</i>					
*Amos Rowe.....	Agent.....	1,200 00			Order in Council.
*E. G. Kirby.....	Clerk.....	1,200 00			do
*C. D. Rickards.....	do.....	1,095 00			do
G. W. R. Almon.....	do.....	912 50			Temporary.
<i>Dominion Lands Office, Prince Albert, N. W. T.</i>		4,407 50	986 74	5,394 24	
*John McTaggart.....	Agent.....	1,200 00			Order in Council.
Louis Schmidt.....	Clerk.....	1,095 00			Temporary.
<i>Dominion Lands Office, Edmonton, N. W. T.</i>		2,295 00	363 10	2,658 10	
*Thomas Anderson.....	Agent.....	1,200 00			Order in Council.
*J. A. Royal.....	Clerk.....	1,000 00			do
<i>Dominion Lands Office, Cunninghamton Manor, N. W. T.</i>		2,200 00	400 85	2,600 85	
*C. E. Phipps.....	Agent.....	1,200 00	315 37	1,515 37	Order in Council.
<i>Dominion Lands Office, Battleford, N. W. T.</i>					
*E. Brokovski.....	Agent.....	1,200 00	277 39	1,477 39	Order in Council.
<i>Dominion Lands Office, Lethbridge, N. W. T.</i>					
*Geo. Young.....	Agent.....	1,200 00	449 02	1,649 02	Order in Council.
<i>Dominion Lands Office, Saltcoats, N. W. T.</i>					
*T. B. Ferguson.....	Agent.....	1,095 00	211 60	1,306 60	Order in Council.
<i>Dominion Lands Office, Red Deer (Sub-District) N. W. T.</i>					
J. G. Jessup.....	Acting Agent.....	800 00	80 00	880 00	Temporary.
CROWN TIMBER AGENCIES.					
<i>Crown Timber Office, Winnipeg, Manitoba.</i>					
*E. F. Stephenson.....	Agent (See Dom. Lands Agent.).....				Order in Council.
Thos. W. Fisher.....	Clerk.....	1,095 00			Temporary.
A. R. Wade.....	do.....	800 00			do
Joseph Turenne.....	Forest Ranger.....	1,095 00			do
Michael Fee.....	do.....	700 00			do
J. C. Kennedy.....	do.....	700 00			do
		4,390 00	3,000 00	7,390 00	
Carried forward.....		79,366 25	19,236 67	102,957 05	

STATEMENT of Expenditure for Outside Service showing Salaries, &c.—*Continued.*

NOTE—Those employees marked thus * pay superannuation.

Name.	Rank.	Gross Annual Salary, 1891-92.	Contingencies, 1890-91.	Totals.	Nature of Appointment.
	CROWN TIMBER AGENCIES.	\$ cts.	\$ cts.	\$ cts.	
	Brought forward	79,366 25	19,236 67	102,957 05	
	<i>Crown Timber Office, Edmonton, N. W. T.</i>				
*Thomas Anderson.	Agent (See Dom. Lands Agent).				Order in Council.
A. E. Johnston	Forest Ranger	700 00			Temporary.
		700 00	237 52	937 52	
	<i>Crown Timber Office, Calgary, N. W. T.</i>				
*Ainos Rowe.....	Agent (See Dom. Lands Agent).				Order in Council.
J. R. Thompson.....	Forest Ranger, &c	900 00			Temporary.
		900 00	60 00	960 00	
	<i>Crown Timber Office, Prince Albert, N. W. T.</i>				
*John McTaggart...	Agent (See Dom. Lands Agent).				Order in Council.
R. S. Cook	Forest Ranger, &c.	900 00			Temporary.
		900 00	260 84	1,160 84	
	<i>Dominion Lands Office, New Westminster, B. C.</i>				
*John McKenzie....	Agent	1,500 00			Order in Council.
J. S. Macdonell.....	Clerk	1,080 00			Temporary.
Chas. Homer.....	do	900 00			do
		3,480 00	838 35	4,318 35	
	<i>Crown Timber Office, New Westminster, B. C.</i>				
*T. S. Higginson....	Agent	1,800 00			Order in Council.
T. Cole White	Clerk	730 00			Temporary.
		2,530 00	1,190 96	3,720 96	
	<i>Dominion Lands Office, Kamloops, B. C.</i>				
*E. A. Nash.....	Agent	1,200 00			Order in Council.
A. R. Spaulding....	Clerk	720 00			Temporary.
		1,920 00	457 05	2,377 05	
	<i>Stationery and printing, 1890-91.</i>			3,754 62	
		89,796 25	22,281 39	120,186 39	
	REGISTRARS OF THE NORTH-WEST TERRITORIES.				
P. M. Barker.....	Inspector of Land Titles Office.	2,000 00	1,511 29	3,511 29	Order in Council.
				117 26	
	<i>Stationery, 1890-91</i>				
	<i>Registry Office Battleford, N. W. T.</i>				
W. J. Scott	Registrar.....	2,000 00	65 45	2,065 45	Order in Council.
	Carried forward.....	4,000 00	1,576 74	5,694 00	

STATEMENT of Expenditure for Outside Service showing Salaries, &c.—Continued.

NOTE—Those employees marked thus * pay superannuation.

Name.	Rank.	a Gross Annual Salary, 1891-92.	b Expen- diture (exclusive of Salaries in column a) 1890-91.	Total.	Nature of Appointment.
		\$ cts.	\$ cts.	\$ cts.	
REGISTRARS OF THE NORTH- WEST TERRITORIES—Con.					
	Brought forward	4,000 00	1,576 74	5,694 00	
<i>Registry Office, Calgary, N. W. T.</i>					
T. A. McLean.....	Registrar.....	1,600 00	.....	.....	Order in Council.
Geo. Walker.....	Clerk.....	730 00	.....	.....	Temporary.
J. Grant Mackay.....	do.....	730 00	.....	.....	do
Martin McDonald.....	do.....	730 00	.....	.....	do
		3,790 00	191 50	3,981 50	
<i>Registry Office, Regina, N. W. T.</i>					
G. A. Montgomery.....	Registrar.....	1,600 00	.....	.....	Order in Council.
W. Laurie.....	Clerk.....	800 00	.....	.....	Temporary.
Alfred T. Abbey.....	do.....	730 00	.....	.....	do
		3,130 00	633 80	3,763 80	
<i>Registry Office, Edmonton, N. W. T.</i>					
Geo. Roy.....	Registrar.....	1,600 00	407 95	2,007 95	Order in Council.
<i>Registry Office, Prince Albert, N. W. T.</i>					
Stephen Brewster.....	Registrar.....	1,200 00	.....	.....	Order in Council.
L. J. Clarke.....	Deputy Registrar.....	912 50	.....	.....	do
		2,112 50	447 55	2,560 05	
	Grand Totals.....	14,632 50	3,257 54	18,007 30	

GOVERNMENT OF THE DISTRICT OF KEEWATIN.

<i>Lieut. Governor's Office, Wini- pey, Man.</i>					
W. R. Bown.....	Private Secretary..	600 00	.....	.....	Order in Council.
Ernest Phair.....	Clerk.....	300 00	.....	.....	Temporary.
		900 00	6,368 15	7,268 15	

ROCKY MOUNTAINS PARK OF CANADA, BANFF, N. W. T.

G. A. Stewart.....	Superintendent..	1,800 00	.....	.....	Order in Council.
John Walker.....	Caretaker of Cave and Basin..	720 00	.....	.....	Temporary.
Amos S. Cobb.....	Caretaker of Office.....	120 00	.....	.....	do
		2,640 00	14,360 00	17,000 00	

STATEMENT of Expenditure for Outside Service showing Salaries, &c.—*Concluded.*

NOTE—Those employees marked thus * pay superannuation.

Name.	Rank.	a		b		Totals.	Nature of Appointment.
		Gross Annual Salary, 1891-92.		Expenditure (exclusive of Salaries in column a) 1890-91.			
		\$	cts.	\$	cts.	\$	cts.
GOVERNMENT OF THE NORTH-WEST TERRITORIES.							
<i>N. W. Government Offices, Regina, N.W.T.</i>							
R. B. Gordon.....	Clerk of the North-West Council	2,400	00				Statutory, \$2,000 ; O. in C., \$400.
L. O. Bourget.....	Accountant.....	1,170	00				Order in Council.
J. C. Pope.....	Assistant Accountant.....	1,200	00				do
C. W. Peters.....	Clerk.....	720	00				do
A. Bourget.....	do.....	720	00				do
C. A. W. Lethbridge.....	Private Secretary to Lt. Gov.....	600	00				do
do.....	Clerk.....	900	00				do
R. B. Deane.....	do.....	720	00				do
W. J. Chaffey.....	do.....	720	00				do
A. W. Daggs.....	do.....	900	00				do
Mrs. Kate Hayes.....	Librarian.....	900	00				Temporary.
C. M. Clarke.....	Clerk.....	785	00				do
<i>Schools.</i>							
James Brown.....	Secretary to Board of Education	1,800	00				Order in Council.
John McLachlan.....	Clerk.....	600	00				do
<i>Roads and Bridges.</i>							
Thomas Brown.....	Clerk in Charge.....	1,500	00				O. in C., \$1,200 per annum.
Victor Dodd.....	Clerk.....	785	00				Temporary.
Daniel Brown.....	do.....	785	00				do
<i>Caretakers, &c.</i>							
R. E. Tennant.....	Messenger and Caretaker of N. W. Govt. Offices.....	600	00				Order in Council.
A. Gauvin.....	Messenger, N. W. Govt.....	120	00				do
G. Gaffrey.....	Gardener, Government House.....	720	00				do
Jean Proteau.....	Caretaker do.....	600	00				Temporary.
Paul Turenne.....	Messenger.....	120	00				O. in C., \$420.
James McAra.....	do.....	360	00				Order in Council.
D. L. Scott.....	Legal Adviser.....	1,200	00				Temporary.
		20,925	00	196,958	94	*217,883	94

* N.B.—The above amount (\$217,883.94) is exclusive of the amount (\$18,007.80) of the Salaries and Contingencies of the Registrars of the North-West Territories, &c., shown previously.

A. M. BURGESS,
Acting Deputy Minister of the Interior,
Ottawa.

DEPARTMENT OF THE INTERIOR, ACCOUNTANT'S BRANCH,
OTTAWA, 23rd January, 1892.

(Signed) J. A. PINARD,
Accountant.

INTERIOR DEPARTMENT, OTTAWA, 15th February, 1892.

SIR,—At the request of the Civil Service Commission, I have the honour to submit the following observations on the question of giving the officers in the outside service of this department what benefit it may be possible to derive from the existing system of superannuation:—

1. There is, I know, a doubt in the minds of some who have given attention to the whole Civil Service System, as to whether it is desirable that the lower classes of officials, especially in the outside service, should be admitted to the benefits of superannuation. I respectfully submit that, assuming the need for their employment to be as great and the tenure of their offices to be of the same nature as is the case in the higher grades, the fact that they are paid smaller salaries is not only a good reason why they should not be excluded from the operation of the Superannuation Act, but constitutes in itself a good reason why they should be brought under its operation if they are not already included. The argument chiefly used in favour of superannuation is that it enables the Government to retire officials when their usefulness is over, past experience having proved that without some such provisions men were retained in active service long after they had ceased to be efficient. If this argument applies in the case of the better paid clerks, whose remuneration does not enable them to make provision for old age; it applies with much greater force to the clerks of the lower grades; for unfortunately the public service is no exception to the rule that family and other individual responsibilities are not divided according to income.

2. I would respectfully draw your attention to the fact that the members of the outside service of the Department of the Interior labour under peculiar and exceptional disabilities. A few centrally located land offices, such as those at Winnipeg, Regina and Calgary, will no doubt be continued for many years to come; but in the greater number of cases, as soon as the place in which a land agency is established begins to possess the social and educational facilities which population brings with it, it becomes necessary, for the convenience of incoming settlers, to move the agency to a more remote section of the country, where the land still remains largely in a state of nature, and the agent and his staff have to commence life over again under the least advantageous circumstances. Indeed, it may in a word be said that the Government land agent follows a calling which requires him to spend his official days either beyond civilization or upon its utmost borders. The law forbids him to traffic in public land, a limitation which is applied to no other class of public servants, and he is not even free to avail himself of the free homestead system. He has to be familiar not only with the existing land laws and regulations, but with all the alterations and amendments which have been made thereto since the acquisition of the North-West in 1870, the greatest care and accuracy are necessary on his part to prevent complications in the disposal of land; he has abundant opportunity for the exercise of tact and judgment and patience in dealing with the settlers, and yet his pay compares unfavourably with that of officers charged with somewhat similar responsibilities in other departments. Altogether, I am convinced that if there is any benefit to the officials in the superannuation system, or if an appointment under the authority of an Order in Council gives any greater permanency than an appointment by a Minister, the members of the outside staff of the Department of the Interior should have those advantages extended to them, and I trust the Commission of which you are the Chairman will so conclude.

I have, &c.,
(Sgd.) A. M. BURGESS.

GEO. HAGUE, Esq.,
Chairman of the Civil Service Commission.

THURSDAY, 28th January, 1892.

Mr. J. L. McDougall, Auditor General, was recalled and examined :—

5403. Have you brought down a statement relative to receipts and expenditures?—
After considering the matter, I have thought it would be as well, so far as revenue is concerned, to read a letter which I have written to the Treasury Board on the subject, as follows :—

Revenue Audit.

AUDIT OFFICE, 15th January, 1892.

SIR,—I have to submit, for the information of the Treasury Board, and such further action as may be deemed proper, the following memorandum, showing the progress that has been made towards carrying out the instructions of the Board, to examine and audit the revenue accounts.

On taking up this duty I found it was necessary to construct a complete system. This task was rendered still greater, as the same system would not apply to all classes of revenue. It must also be borne in mind that there are elements of difficulty in auditing revenue which do not exist in auditing expenditure. The gross expenditure is known in the Audit Office, because it is the aggregate of amounts, all of which passed through the Audit Office ; but the gross revenue cannot be established in any such certain way.

To reach an efficient audit of the revenue, three special points have to be determined : 1. Has revenue been collected in every case in which it should have been collected ? 2. Are the amounts that were collected the amounts which should have been collected ? 3. Has all the revenue that was collected come to account, and as promptly as it should ?

With the exception of revenue arising from the sale of stamps, or from licenses, it has not been contemplated for the present, if at all, that the first and second points should be gone into directly and generally in this office, and in this we follow the English practice. These points must be determined by the department in charge, and to secure that this has been done, it has been a principal care in this office to frame regulations under which each department is to render certified statements and summaries at frequent and regular periods.

With the object of determining that all the revenue that was collected had come to account, and as promptly as it should, regulations were drawn up, which were submitted to the Treasury Board, 31st December, 1886.

These regulations provided that receipt books with counterfoils, and bearing printed consecutive numbers, should be used, a receipt given by the collector for each payment made to him, and a detail'd return with the counterfoils furnished to this office.

The following departments are now carrying out these regulations, viz. :—

Agriculture—As to Patent Fees and Sales at Experimental Farms.

Justice—As to Penitentiary revenue.

Indian Affairs—As to Indian Fund.

Interior—As to Dominion Lands.

Printing and Stationery—As to *Canada Gazette* and Sales of Publications.

Secretary of State—As to Fees on Commissions, &c.

Senate—As to Fees.

Regulations for the outside service were prepared, which were approved by a Treasury Minute, dated 23rd May, 1890. These regulations provided that a detailed copy of each collector's cash-book, properly certified by him, should be furnished regularly to the proper department, and after being audited and certified all the returns for each period should be forwarded to this office, accompanied by a summary certified by the Deputy Minister and the Accountant.

The following departments are now furnishing monthly returns :—

Fisheries—As to Fisheries revenue.

Marine—As to Examination of Masters and Mates, Dominion Steamers, Wharves and Piers.

Militia and Defence—As to Militia revenue and Military College fees.

Public Works—As to Slides and Booms, Telegraph revenue, and Dock charges.

The Department of Fisheries has agreed to furnish a list of all licenses issued in order to audit the agents' returns.

The Department of Militia and Defence have been asked to furnish all requisitions for stores, &c., but so far these have not been received.

The revenue of the Finance Department arises principally through the financial transactions in England, returns of which are furnished as the separate entries are passed.

The revenue of the Post Office Department arises in the main from the sale of postage stamps and cards, and it is practicable to make a complete audit of it. For this purpose returns are now furnished showing the stamps and cards received by the stamp branch from the manufacturers, and those issued to postmasters. Returns are yet needed from the accounting postmasters. Correspondence has taken place with the department in reference to those returns, and I have been informed that the necessary forms have been prepared for the use of the accounting postmasters.

The returns of railway revenue asked from the Department of Railways and Canals, a memorandum on which was submitted to the Treasury Board, 13th October, 1889, are now furnished from the Prince Edward Island Railway. None have yet come to hand from the Intercolonial Railway. I wrote to you in reference thereto on 27th May and 5th June last.

When asked for returns of collectors of canal tolls in accordance with the Treasury Minute, the department replied on 7th January, 1891, that returns were received in the department giving details under the heads of "Tolls, Wharfage, Hydraulic Rents and other accounts," together with "Let passes and receipts for each class of revenue," all of which were at my disposal. It was also stated, that to comply with my request that each collector should furnish a copy of his cash book, would entail a very considerable expense. In my reply, dated 13th January, 1891, I pointed out that the Treasury Board had passed a minute directing all collectors to make a copy of the cash books kept by them; that the returns now furnished to the department were but summaries; that the "Let-passes" and receipts referred to, to be of any use, would have to be set down on a statement according to dates, added up, &c.—in other words, a copy of the cash book would have to be prepared in this office; that a copy of the cash book showing the date of each payment, the name of the payer, the number of the entry, the service or object of the payment, and the amount paid, would be *prima facie* evidence, that all the collections made had been entered, and it could serve as a basis for checking the passes and entries, if such was deemed advisable; that the extra cost of furnishing the return asked for could not be much, as there were only four or five offices in which the staff now engaged would not have ample time to make them out, and in these large offices it would take a clerk not more than three days each month to make the necessary copy; that the work of the staff being greatly reduced after the close of navigation, any part of the returns in arrears could then be made out.

I have had no reply to this letter, and as far as I am aware no steps have been taken to furnish the returns.

The Departments of Customs and Inland Revenue now furnish the returns of their collectors, but these returns only give summaries of the receipts, instead of details. It is claimed in effect by the officials of both these departments that their system of auditing the revenue accounts is as complete as it is possible to have it; that it would entail considerable expense to furnish the copies of the collectors' cash book; that the copy when furnished would not afford this office the means of making any efficient audit; and they suggest that the auditing be done by clerks from the Audit Office working in the respective departments.

An impression that the system of auditing the revenue by these departments must be thorough led me, when I first took up the work of examining revenue accounts, to

devote the available energies of this office to the accounts of these departments, which, being disbursing departments, might not have as thorough a system of auditing the revenue accounts.

With regard to the extra expense the furnishing these returns would cause, it should be borne in mind that they are only copies, and the work, even in a large office, cannot be very great if done day by day. An examination was recently made at the Custom house, in Montreal, at which port there are probably more cash entries each day than in any other revenue office in the country, and it was found that the return asked for could be prepared by an officer in the Surveyor's branch without any additional expense.

As the returns asked for must agree in the totals with the returns now furnished, I do not understand why additional work would be thrown on the department to check them.

It is not claimed that with this return a complete and effective audit of the revenue could be made; but with such a statement, showing in detail the collections and the deposit made in acquittance, certified by the collector, an audit as to point 3 can be made. It would show the date of each payment, the name of the payer, the number of the entry, the service or object of the payment, and the amount paid, and be *prima facie* evidence that all the collections made had been entered. It would also serve as a basis for checking the entries covering any particular period, if it should be deemed advisable to have such further test made by this office.

In my opinion, there is very great objection to accepting the suggestion that, instead of getting this return, clerks should be sent from this office to do the work in the respective departments. To do so would be altogether foreign to the whole practice of the office so far, which is that the auditing shall be done by clerks stationed in the Audit Office, under my direct supervision and control. It is advisable, and indeed necessary, on occasions, that a clerk from this office should be sent to a department or to an outside office, to prosecute an enquiry; but I am very strongly of the opinion that, if the whole work of auditing were to be done in that way, it would be attended with very unsatisfactory results.

The early attention of the Treasury Board is requested to the present position of these departments, as without these returns I am unable to carry out the instructions of the Board.

I have the honour to be, Sir, your obedient servant,
The Secretary, Treasury Board. J. L. McDOUGALL, A.G.

5404. In England, are the clerks of the Auditor General's office sent out to examine the books in the departments, or are copies of the cash books sent to the office?—The copies are sent to the office. They rely greatly on the test audit, that is, sending a person to examine the books at a time when there is no reason to expect him and at a place where he is not expected.

5405. With regard to the expenditure?—I have thought that some illustrations would show the system in regard to the expenditure better than a statement, and how impossible it is for certain irregularities in the departments to be detected by the Auditor General.

5406. Do you not know as a matter of fact that vouchers have been made out by fictitious persons?—Yes. It is my duty to see that there are proper certificates.

5407. But the evidence showed that they were certified, did it not?—Yes. It showed that the Deputy Minister and the Accountant were responsible. In my report of this year to the House I am communicating the amount of expenditure which has been irregularly made. No system, unless a very expensive one, so far as the Audit Office is concerned, could possibly prevent such a thing occurring. I produce vouchers for some of the payments made to fictitious persons to illustrate what I say.

5408. All these are cases of post audit?—Yes.

(NOTE.—The Auditor General submitted the vouchers in such cases, from which it was apparent to the Commission that unless something had been communicated to him beforehand, there was no way in which he could discover the irregularities.)

5409. Do you know that an officer guilty of such an irregularity would be liable to a criminal prosecution?—Yes.

5410. And you probably think that cannot be made too public?—Yes.

5411. Now that these circumstances are known, can you devise a plan by which these irregularities may be prevented in the future?—I do not think this particular class of offence is likely to occur again. But if it were to be considered advisable to take measures in the departments to guard against it, the only thing I can think of is a strongly worded certificate, instead of the mere writing of the name across an account. Men will sometime sign a certificate that means a certain thing who would not sign it if its meaning were more distinctly stated.

5412. Could you insist upon that?—I could recommend to the Treasury Board the adoption of such a certificate.

5413. But there would be no necessity for that if the responsible officers took the right view of the matter, and were careful not to go outside of their duty?—That is quite true.

5414. The services for which these charges have been irregularly made have been performed, and the Government has received fair value?—I presume so. Extra work, however, is done in the other offices, the Audit Office among them, where the clerks get no extra pay. As I understand the Civil Service Act and the regulation of the Government based upon that Act, an official is not supposed to have the right to leave his office at 4 o'clock. He knows that there is an Order in Council providing that he can be asked by the deputy of his department to stay as long as he is required—not all the year around, but on exceptional occasions.

5415. Do you not think it would be desirable to place on the face of the statute, where it will be seen by everybody, a statement of the liability of public officials to render public services when called upon?—That is my view exactly.

5416. There is this about these irregular payments, that if the work for which they have been made had been performed by temporary clerks, the payments would have been regularly made to the latter in their own names?—Oh, yes.

5417. A few thousand dollars would cover all the payments?—I think that about \$8,000 would cover them.

5418. This was the inevitable result of a bad system in force in the departments?—Yes. The irregularities in the Public Works Department were owing to their not taking stock as carefully as they might. Having regard to the magnitude of the interests at stake, the irregularities are not, after all, of a very serious character.

5419. We suppose you are aware that even in England there have recently been enormous losses in the Metropolitan Board of Works?—Yes.

5420. You think the irregularities in the Public Works Department could be prevented by a better method of stock taking?—Yes.

5421. What is your difference with the Post Office Department with respect to their audit?—The only thing I know of is in regard to my keeping the vouchers. The Public Works Department get, I think, three copies of their vouchers, the Railway Department four. The Inland Revenue Department got the same number as the Post Office Department, but they sent the vouchers to me with the understanding that they do not require them afterwards. The Post Office Department say that they want these vouchers returned to them, as members of Parliament during the session sometimes want to consult the department on questions connected with these vouchers, and in which their constituents are interested.

5422. And you think the only remedy is for the department to get the vouchers in duplicate?—Yes, that would be the way to cure the difficulty.

5423. Then the trouble is only about duplicating vouchers?—That is all.

5424. Is there any trouble with any other department besides the Post Office Department in regard to vouchers?—No.

5425. Another department wanted your powers and the departmental powers better defined in the 33rd section of the Audit Act. Have you anything to say about that?—In my view that is the most useful part of the whole Audit Act. There is one weak-

ness in it. It says: "No payment shall be authorized by the Auditor General in respect of work performed, or material supplied by any person in connection with any part of the public service of Canada, unless, in addition to any other voucher or certificate which is required in that behalf, the officer, under whose special charge such part of the public service is, certifies that such work has been performed, or such materials supplied, as the case may be, and that the price charged is according to contract, or if not covered by contract, is fair and just." It seems to me that it ought to be defined what a contract is, and I am surprised that point has not been raised. One might suppose that a contract could be made without a tender, and if so, I might be prevented from asking that the prices are fair and just. But it seems reasonable that contract here means a contract after tenders have been called for. Even in the case of a contract given to the lowest tenderer, the proper officer might not be able to certify that the prices were fair and just. It seems absurd that if the department itself gave a contract without a tender, the Audit Office should be excluded from the right of asking whether the prices were fair and just. A department might give prices altogether too high under a contract.

5426. But after all, in the case of contract, the department would be bound to pay the price contracted for, and could be forced to pay it in a court of law, and therefore though you might criticise the contract you could not stop the payment?—The question is how can the public money be saved, that is to say, be used for legitimate purposes and in the most economical way.

5427. One way is to give Parliament a knowledge of an improvident contract, which you have power to do, and let Parliament criticise it?—Yes. Suppose, in a matter like printing, a department makes an agreement with a printer to pay him so much for printing. Perhaps the Minister who does this thinks the prices are just, and it happens that they are two or three prices too high. There is a contract.

5428. A contract has to be made by a competent authority, and you might see the contract in order to ascertain whether it is made under competent authority or according to the statute; but once you find that a contract is binding on the Crown, it must be carried out, and to attempt to delay payment would only add to the cost. You have a right to know whether there is a legal contract or not, but having found that there is, all you can do is to see that the payment is made according to the terms of the contract; but if you think it is an improvident contract, you have power to call witnesses to throw light upon it for the benefit of Parliament?—Yes.

5429. A contract was made some years ago with one of the departments for the supply of goods for Government House?—Yes.

5430. You took legal advice as to the payment for those?—Yes.

5431. What opinion did your adviser give you as to calling for the certificates?—I had reason to believe that the prices were too high. Certain accounts were sent in, but the goods had been bought in England and had been entered at the Custom house. From the Customs Department I ascertained the prices that had been paid, and the amount of duty. Then I said, you can have a certain profit on these goods; if you think the profit I am allowing you is not sufficient, bring me evidence from dealers to show that you ought to have a higher rate, selling this quantity of goods. He did not do this, and I passed a certificate allowing him \$4,000 instead of the \$6,000 which he claimed.

5432. That was not a case in which the man had a contract?—No, that was not a contract.

5433. Have you anything to say about the forms of certificates for services performed?—It would be a very good thing, I think, if we could get a form of certificate.

5434. That is to say, that people would have to certify to something?—Yes, as to services performed so as to prevent, so far as permanent officials are concerned, the charging of time when the service is not really performed. Of course, there would be great difficulty in doing anything if a man really attends his office. That would have to depend to a great extent on the sensitiveness of his superiors. But there should be

some means of preventing people drawing pay who are systematically absent for lengthened periods of time. So far as the permanent officials are concerned, there is a pay-list which is signed, but there is no certificate that the work has been performed, that is to say, that the man has attended at the office. I think there should be something to secure attendance for the time during which pay runs.

5435. Necessarily your powers are to a great extent inquisitorial?—Yes.

5436. Have any of the departments complained of the manner in which your officers have inspected them?—Yes. The Public Works Department have complained about our mode of dealing with them—as being indicative of suspicions.

5437. And harsh?—Yes. But generally, I must say I am rather surprised that there have not been more complaints. I have been treated so very well usually, that I am not quite sure that I could treat others as well as they treat me if our positions were reversed. The other day a Minister made objection to my letters, indicating that the Audit Office had no confidence in the way the work was done in his department; but in this particular instance, before the interview ended the Minister was quite satisfied that there was no such intention. A man would have to be very conciliatory if he could do his work in the Audit Office, and be a popular officer.

5438. You impress on your officers the necessity of being conciliatory in their dealings with the departments?—Yes. I have always said that in the Audit Office that it is very necessary that the officials should be as agreeable as possible, because one can do so much more. I urge on the staff to explain that what they do is done because it is necessary under the law.

5439. Are you aware that any of the departments suffer through the impecunious habits of the clerks, or because of their liability to arrest under judgment summonses?—I cannot speak directly with reference to other officers than those in the Audit Office. The clerks in the Audit Office are in a much better position than they were at one time, and I cannot say that we suffer greatly from that cause—in fact, I am sure we do not. There are one or two cases in which we do suffer, not from a man being put in jail, but from his being impecunious and being dunned, and in that way being unfitted for his work. I think a regulation in reference to this matter would have this indirect advantage, that the men would be careful not to get into that position, so that it would be a benefit to themselves as well as to the service.

5440. The Government could make a regulation and give instructions to the police to prevent officers being dunned during office hours?—Yes.

5441. You do not think the number of such cases is at all large compared with the number in the service?—I do not know anything about the other departments, but in the Audit Office we have had one or two cases of the kind. No case has gone as far as arrest; but on pay day men come into the office looking for the debtor. Every other man in the Audit Office, so far as I know, is free from that kind of importunity; there are 25 there. It seems to me that if we had a regulation providing that this conduct would lead to dismissal, there would not be so much of it.

5442. Do you not think that too many commissions are issued to officers in the public service?—I cannot see why they are necessary. After all, it is for the man's services that the commission is issued, and if you charge him a fee for it you are simply paying money with one hand and getting it with another. If it is necessary that a man should have a commission, I think it should be given to him without charge, but I think the Order in Council making the appointment ought to be sufficient. We have to write letters to ascertain whether men have paid for their commissions. It is really making work for nothing.

5443. Your officers are considerably distributed throughout the building, some being on the ground floor and some in the attic?—Yes.

5444. Of course that is a great inconvenience?—Yes.

5445. Is there an elevator?—No.

5446. We suppose there ought to be?—Oh, yes.

5447. Have you anything to say about the structural deficiencies of the office?—There are deficiencies in the Eastern Block which cannot be cured. It would be a

great deal better for the work of the Audit Office if we had all our people together in larger rooms.

5448. Could any of the rooms in the attic be thrown together?—I do not know.

5449. You have had some trouble in regard to the printing of the Intercolonial Railway?—Yes, of course, the printing comes under the Act which requires all printing to be done under the control of the Queen's Printer. But the Intercolonial does not follow the law; its printing is done in the Lower Provinces.

5450. Have you anything to say about the termination of the fiscal year?—My view is that our fiscal year should terminate on the 31st of March. I recommended that in the first report I made to the House (and I do not see any reason for changing my opinion), for the reason I mentioned there, that by that means the whole business of an open season would be included in one fiscal year.

5451. That would necessitate what has since happened, a prompt going into supply?—Yes.

5452. And the House would take up the supplementary estimates first?—Yes, and instead of disposing of the supplies in one bill, there could be several supply bills, as there were last year.

5453. The date for the end of the fiscal year has been changed several times in England?—Not in the last half century. It is the 31st of March now.

5454. In the United States also there have been movements in favour of changing the fiscal year?—Yes.

5455. The practical defect at present is that it is in the middle of a working season that the vote begins?—Yes, and supplementary estimates are required. That seems to be the great difficulty.

5456. Another difficulty is that the season is half gone before the vote is available?—Yes, and there has to be a second amount in the supplementary estimates for the year accruing and a certain amount in the other estimates, whereas, if the year were changed, only one estimate would be required.

5457. Have you any other suggestions to make to the Commission?—I think that stock-taking should be a general practice in all the departments, and that it should be the duty of the Audit Office to see that the stock is taken. The Department of Justice have informed me that under the Audit Act I have no power to ask for stocks accounts, and that the power must be given by legislation.

5458. It could be done voluntarily by the passing of an Order in Council?—Yes.

5459. Does not the Stationery Act provide for this kind of an audit by you?—Yes, and I have the stock examined. The Marine Department send a statement of their stock. The Railway Department do not object, but they have stock scattered all over the country. We wanted to get a statement of stock from the Public Works Department, they having to do with so many things. Even if we had power to examine the stock, I do not know how we could prevent considerable loss, but something would be done to make it less than it is.

Mr. JOSEPH MARMETTE, called and examined:—

5460. What is your position?—I am Assistant Archivist under Mr. Brymner.

5461. Do you know that there are archives kept in the different departments?—Yes.

5462. We want your opinion on the subject of having them all under one roof and one management?—I am completely of the opinion that they ought to be altogether. There are two kinds of archives—living archives, that is to say, all Orders in Council within say the past ten years; and historical archives, which include the older Orders in Council. These ought all to be kept together.

5463. Is it your opinion that there would be advantages in having all the historical archives placed under the same roof and the same control?—Yes.

Mr. EDOUARD G. DEVILLE, Surveyor General of the Department of the Interior was examined:—

5464. What is your position in the Department of the Interior?—Surveyor General.

5465. How long have you held that position?—Since 1885, I believe.

5466. Where is your office?—Over the Bank of Ottawa.

5467. You are entirely away from the department?—Yes.

5468. And your clerks are under your own control?—Yes.

5469. Will you kindly tell the Commission anything you wish to mention in respect of that office?—I entered the service of the Department of the Interior in 1881. From that time up to and including the fiscal year 1889-90, there has been expended for Dominion Land surveys on capital account \$2,800,000, the total expenditure of the department during the same period being \$4,500,000. The details are shown in the following statement:—

STATEMENT of the Expenditure of the Department of the Interior, from 1881 to 1890, inclusive.

Year.	Income Account.		Capital Account.		Contingencies Account.		Ordnance Lands Account.		Total.	
	\$	cts.	\$	cts.	\$	cts.	\$	cts.	\$	cts.
1881-82.....	81,899	57	511,882	32	14,016	18	2,507	63	610,305	70
1882-83.....	115,746	90	562,221	30	14,333	57	2,391	64	694,693	41
1883-84.....	166,898	69	728,441	33	20,323	55	2,824	78	918,488	35
1884-85.....	178,727	29	303,592	06	17,960	53	1,047	93	501,328	41
1885-86.....	194,965	58	139,316	99	31,414	84	4,952	32	370,649	73
1886-87.....	195,725	71	163,087	45	23,360	67	3,310	17	385,484	00
1887-88.....	184,548	04	136,009	02	22,127	02	3,611	81	346,295	89
1888-89.....	188,759	22	130,977	51	19,301	05	3,163	30	342,201	08
1889-90.....	173,574	29	133,998	45	17,419	64	4,915	19	329,907	57
Total.....	1,480,845	29	2,809,527	03	180,257	05	28,724	77	4,499,354	14

With a few trifling exceptions all payments on capital have been made on accounts marked by me "recommended," so that I am responsible for about two-thirds of the expenditure of the department. The rules by which I was governed in recommending these accounts are as follows: When I was satisfied that all the items in an account were proper charges against the Government, I recommended the account; it was paid as a matter of course. In such cases I consider that I am personally responsible for the whole of the account. When I objected to certain items, I either requested the person presenting the account to strike out these items, or I submitted my objections to my immediate superior (the Surveyor General and later on the Deputy Minister.) If my objections were sustained the items were struck out; if they were not sustained, I recommended the payment of the account, but in these cases I did not consider that I was responsible for the items to which I objected. It appears that I was mistaken.

5470. Do you say that you were told that you were responsible for things after having objected to them?—I infer it from the answers given to my enquiries on the meaning of my recommendation of accounts.

5471. That the accounts were not paid on your recommendation, on the contrary, that you objected to them, and yet you were held responsible for them?—I always recommended the accounts. What I did was to submit objections, but if they were overruled, then I recommended the account. In order to prevent such misunderstandings in future, I lately asked the meaning of a certificate which I have to endorse on plans of surveys. I wrote to the deputy minister as follows:

"I can find no instructions to the Surveyor General, either in the Statutes or in the records of this office directing him to approve and confirm plans of Dominion Lands

although this has been the practice of the Surveyor General since the inception of the surveys. I respectfully ask whether it is right that plans of surveys of Dominion Lands should be approved and confirmed by the Surveyor General, and if so what is the exact meaning of these words, and what responsibility is assumed by the Surveyor General in approving and confirming a plan of survey." The deputy minister answered by direction as follows :—

"It is not only right but absolutely necessary that the plans and surveys to which you refer should be approved and confirmed by you, that being a duty imposed upon you by this department. In certifying such approval and confirmation you are officially and personally responsible for the accuracy of your certificate in so far as the means of testing that accuracy are placed at your disposal by the department."

Now I cannot obtain a clear meaning of this : I am not told what is the meaning of the words, "approved and confirmed," which I put on the plans, and the extent of my responsibility, so far as I can make out from the explanation given, does not seem to be at all limited.

On another reference on the meaning of my recommendation of accounts I was informed by the deputy minister that the remarks made about approving and confirming plans would apply to this case to a certain extent, so that my responsibility appears to be as unlimited for accounts as it is for plans of survey.

My object in submitting this statement is to point out that certificates should be expressed in plain language, having a clear meaning, and not by conventional words which have no meaning but that which may be agreed upon, and which can of course be changed at any time. I have no objection to assume any amount of responsibility, but I would like to have it made plain and expressed in plain language.

5472. Is there any particular form of recommendation which you would suggest, so that it would be so precise as to have only one meaning?—No; there is none. It is a matter which should rest entirely with the Minister, as it depends upon the amount of responsibility which it is desired to leave to me.

5473. If you had to certify as correct, you would hesitate more than you would if your certificate simply recommended?—I would, because I can recommend things which I could not certify as correct.

5474. Does not "recommend" mean that you are satisfied that an account is one that ought to be paid?—Not at all, if I am told by superiors that it must be paid.

5475. Do you not think that in that case you should tell him that he had better recommend it himself?—I am not in a position to tell him that. What I wish is to have the extent of my responsibility defined.

Mr. FREDERIC N. GISBORNE, Superintendent of Dominion Government Telegraphs, was examined :—

5476. You are the Superintendent of the Dominion Government Telegraphs?—Yes.

5477. You have a statement to make to the Commission?—I have to submit sectional maps which show the eleven different systems into which the Government Telegraph Service is divided, there being nine maps. I also submit four maps showing every telegraph station throughout the Dominion. I submit also a statement showing the capital that has been invested by the Government in the telegraph service since it was established under my supervision of 1879. Since that time we have spent \$700,770 on capital account and \$672,675 in maintenance, or a total expenditure of \$1,373,445 for the ten years. I also submit a statement showing the lengths of the different land lines and cables at present owned by the Government, with the number of messages. There is a total of 2,304 miles of poles, and 22 submarine cables of 203 knots in length. There are 142 stations, and we sent last year 39,550 paid messages; all the messages on the meteorological service, the signal service and the fishery bulletins going free. I also submit a statement giving a complete list of all the operators, with their names, their stations, their salaries, and the date of their appointment. Altogether we have 54 paid

operators. I also submit a list of our commission agents, numbering 92. We do not pay them any salaries, but we allow them 25 per cent commission on the messages they send and receive, and in most instances we guarantee them not less than \$50 a year. This is perhaps the cheapest telegraph service in the world.

5478. We presume that as fast as the service becomes a paying one you dispose of it to a company?—Yes; as the object of the Government lines is to afford necessary connections for outlying districts, whenever a company extends its lines into any territory occupied by the Government, we dispose of them rather than compete for business. We have disposed of portions of some such lines to the Canadian Pacific Railway. I also submit a copy of a report which I sent to the Minister of Public Works in 1890, which contains the recommendations made by a Committee of the House of Commons in 1876. They recommended that a certain number of land lines and cables should be provided, and since then the Government have carried out all their recommendations and several additional lines also. There are three or four others which I strongly recommended in order to complete the telegraph and signal services. For instance, we ought to have cables extended to the Straits of Belle Isle and to Sable Island. This report shows that the reduction which has been made in the rates of marine insurance in the gulf since these lines have been constructed in so very great that the cost of maintenance is a mere bagatelle compared to what is saved to the country at large by that reduction. The Committee of the House of Commons expected that there would be a reduction of 12½ per cent in the cost of insurance, whereas it has actually been 50 per cent. So that we spend \$30,000 or \$40,000 a year more than our receipts, but we save the community at least ten times that amount annually.

5479. Do you mean to say that the reduction has been on all classes of vessels?—All classes.

5480. On sailing vessels as well as steamers?—Yes; on both.

5481. Are you satisfied that this reduction is because of your service, as well as being after its establishment?—In a great measure, yes.

5482. What evidence have you of that?—When vessels are disabled, by means of telegraph service tugs are sent to them more quickly, and in this way many vessels and cargoes as well as lives have been saved.

5483. Have you any statement of the casualties at sea, showing the reduction of losses which has taken place?—Yes; we have such record at command, and we have a map of the Gulf showing where every vessel has been wrecked.

5484. The cable enables vessels to get early assistance?—Yes.

5485. Have any of the Government telegraph lines become useless now?—No; none of them.

5486. They are all equally useful?—Equally useful. The only cable we have removed was the one from Bird Rocks. We did so because in eight winters out of ten it was destroyed by ice, and was thus rendered useless at the very time when most needed. We took that cable up last year and relaid it to St. Paul's Island, which is a much less dangerous point for vessels to make than Bird Rocks. After several years' experience with the Government telegraph lines, I framed a set of rules, in both English and French, regulating the service. These rules are, I believe, very perfect. We have sent copies of them abroad, and have received letters from foreign governments highly commending them. I submit copies of these rules to the Commission. These, with the other exhibits, will explain the extent and value of the service.

5487. Have you any further suggestions to make?—I have only two. One is, that I think that the salaried telegraph operators who have been five years in the service, and who by their experience have become valuable servants, ought to be made permanent clerks.

5488. How much are they paid at present?—Various salaries, ranging from \$500 up to \$1,000 per annum; but the average is less than \$50 a month. This permanency is the only thing these employees have to look forward to. One of them has been twenty years in the service, eleven have been ten years in the service, and twelve have been five years in the service.

5489. But it cannot be said that their employment in the public service unfits them for outside work, because they are telegraph operators who would find employment with telegraph companies?—I suppose they could, but I suggest permanency as their reward.

5490. Do they do anything else?—No, they are exclusively employed in the Government service. Salaried operators are not allowed to do anything else, and no operator is retained if he is not worth his salt after five years' service. To put them on the permanent list after five years' service would be an inducement and a reward for faithful service.

5491. How would that improve their position or make it any more permanent? You could dismiss them?—Yes, for dereliction of duty; but there is a new rule that a permanent clerk gets a certain number of holidays which are not deducted from his salary, but those not on the permanent list do not get them. In some cases holidays are absolutely necessary to keep the men in a healthy condition of mind. In the North-West we have men who live 30 miles from any one else, and if such men are kept at work for five years without receiving a holiday, some of them would be ready for a lunatic asylum. The rule hitherto adopted is to allow the operators in the North-West three weeks holidays in the year, or six weeks every two years, as it would take half that time to get to their homes in Lower Canada. They have, however, to pay their own travelling expenses.

5492. Is there anything to prevent the Government passing an Order in Council authorizing the telegraph operators to have three weeks' holidays?—No, that is what has hitherto been granted. It has been stopped only in the last few weeks. I may state that I have been twelve years in the service myself, and am not on the permanent list. I was appointed by Order in Council. My chief clerk, who is a very able assistant, has been ten years in the service, and he is not on the permanent list.

5493. Is not the theory that as soon as these lines become self-sustaining the service ends, so that practically after a time there will be no government telegraph service?—No. There must necessarily always be such a service. For instance you will get no company to take over the telegraph system in the Gulf, and telegraph lines will always be required in the settlement of new territory.

5494. You say you have sold some of these lines to the Canadian Pacific Railway Company. Were they sold or abandoned?—They were sold for cash.

5495. Did you get anything like cost price for them?—Yes, we got the value of the cables, poles and wires as they stood.

5496. Are these lines constructed by tender and contract?—Yes, always.

5497. Do you always accept the lowest tender?—Yes, I have never known an instance in which the lowest tender was not accepted. We have had no disputes or lawsuits in connection with any of our contracts.

5498. Is work ever undertaken without your previously having a contract—*i. e.* a sufficient document?—No, a regular contract is always entered into. We are most particular about that requirement.

Telegraph Lines Generally.

MEMO. of Outlay on Construction and Maintenance compiled from Accountant's Statements, Annual Reports P.W.D.

Year.	Con- struction.	Main- tenance.	Total.
	\$	\$	\$
1879-80.....	20,936	35,578	56,514
1880-81.....	246,078	29,801	275,879
1881-82.....	54,506	53,555	108,061
1882-83.....	84,783	51,887	136,670
1883-84.....	48,841	78,059	126,900
1884-85.....	49,998	82,273	132,271
1885-86.....	29,648	87,814	117,462
1886-87.....	49,886	53,663	103,549
1887-88.....	48,085	55,995	104,080
1888-89.....	41,225	79,154	120,379
1889-90.....	26,784	64,896	91,680
	700,770	672,675	1,373,445

Comparison of Maintenance and Revenue Figures.

REVENUE Figures Corresponding with Auditor General's Statements.

Year.	Main- tenance.	Revenue.	Deficit.
	\$	\$	\$
1887-88.....	55,995	15,801	40,194
1888-89.....	79,154	12,817	66,337
1889-90.....	64,896	11,829	53,067
1890-91.....		13,230	

Total length of Lands Lines and Cables at present in operation, January, 1892 —
Reference detailed statement herewith :—

	Miles.
Land Lines.....	2,343 $\frac{3}{8}$
Cables.....	203 $\frac{1}{4}$
Total.....	<u>2,547</u>

Total number of offices established, January, 1892, 142.

Average number of paid messages on all lines per annum, 39,550.

Telegraph Lines Generally.

Location and lengths of lines operated and maintained by or for the Government, number of offices, and average number of messages handled annually :—

Location of Lines.	Lengths in Miles.	Land Lines Cables.	Total.	Number of Offices.	Sent messages per annum.
<i>Newfoundland—</i>					
Port au Basque to Cape Ray.....	14		14	2	
<i>Nova Scotia—</i>					
North Sydney to Meat Cove.....	127½	½	128½	12	5,700
Low Point to Lingan.....	5		5	2	
Barrington to Cape Sable Light House.....	16	1½	17½	3	450
Mabou and Cheticamp.....	63		63	5	2,000
<i>New Brunswick—</i>					
Eastport to Campobello, Grand Manan.....	34	10½	44½	7	600
Chatham to Escuminac.....	42		42	5	750
<i>Quebec—</i>					
Magdalen Islands and to Meat Cove.....	83½	55½	138½	9	500
Meat Cove to St. Paul's Island.....		18½	18½	2	50
Anticosti Island and to Long Point.....	9	20½	29½		
do Gaspé.....	242	44½	286½	10	500
North Shore of St. Lawrence to Pointe Esqui- maux.....	456½	39½	496	35	
Bay St. Paul to Chicoutimi.....	92		92	6	18,400
Grosse Isle Quarantine.....	46	4½	50½	7	3,400
<i>Ontario—</i>					
Pelee Island and to Leamington.....	23	8½	31½	7	500
<i>North West Territories—</i>					
Qu'Appelle to Edmonton and St. Albert.....	607½		607½	14	4,200
Moose Jaw to Wood Mountain.....	90½		90½	2	250
<i>British Columbia—</i>					
Ashcroft to Barkerville.....	276½		276½	8	2,000
Victoria to Cape Beale.....	115		115	6	250
Totals.....	2,343½	203½	2,547½	142	39,550

Meteorological and Signal Service messages and Fishery Reports are handled free of charge and are not included in the count.

SALARIES—Government Telegraph Service.

Name.	Position.	Station.	Salary.		Appointment.
			\$	cts.	
Jas. Stone	Operator	Barkerville, B.C.	936	00	Feb. 17, '72
F. N. Gisborne	General Supt.	Ottawa	3,000	00	May 1, '79
Hartley Gisborne	District Supt.	Qu'Appelle, N.W.T.	1,500	00	Mar. 1, '80
A. Le Bourdais	do	Grindstone, Magd.	500	00	Aug. 17, '80
Grace Pope	do	S. W. Point, Anticosti.	300	00	Oct. 18, '80
A. B. McDonald	Operator	Meat Cove, C.E.	420	00	Nov. 7, '80
C. C. Seely	District Supt.	Flagg's Cove, Grand Manan.	420	00	do 18, '80
J. A. Le Bourdais	Operator	Clinton	600	00	Aug. 17, '81
P. Pelletier	do	Etang du Nord	400	00	Dec. 1, '81
J. J. Annett	do	Gaspe	150	00	Oct. 16, '81
D. H. Keely	Assistant Supt.	Ottawa	1,500	00	Mar. 1, '82
A. Taylor	Operator	Edmonton, N.W.T.	420	00	do 1, '82
W. McKay	Repairer	do	720	00	Oct. 2, '82
E. W. Warner	Operator	Qu'Appelle, N.W.T.	720	00	Jan. 1, '83
A. Von Lindeburg	do	Touchwood, N.W.T.	600	00	Nov. 1, '83
P. E. Vignault	do	Seven Islands	180	00	Jan. 2, '84
W. C. Gillis	do	Victoria, N.W.T.	720	00	Aug. 4, '84
E. Pope	District Supt.	Quebec	600	00	April 1, '85
H. L. Good	Operator	Cache Creek, B.C.	720	00	Feb. 16, '85
E. H. Tétu	District Supt.	Pentecost	1,008	00	Oct. 1, '85
W. Salisbury	Operator	Henrietta, N.W.T.	720	00	May 1, '86
L. P. O. Noël	do	Battleford, N.W.T.	720	00	Aug. 26, '86
H. Sikes	Repairer	do	600	00	May 1, '87
N. Potvin	Operator	Saddle Lake, N.W.T.	600	00	Oct. 25, '87
J. Harrington	Repairer	Humboldt, N.W.T.	600	00	Dec. 9, '87
A. Gauthier	do	La Cruche	420	00	May 15, '87
R. T. Clinch	Superintendent	Cheticamp, St. John, N.B.	150	00	July 1, '87
E. Coubron	Repairer	Sault au Cochon	420	00	April 1, '88
N. Clark	Operator	Grosse Isle, Manitoulin Islands.	200	00	June 1, '88
A. Theriault	do	St. Marguerite	180	00	July 1, '88
J. F. Lake	do	Fort Pitt, N.W.T.	720	00	May 9, '89
E. Voyer	Relieving Officer	do	600	00	Sept. 26, '89
A. Guimont	Operator	Humboldt, N.W.T.	600	00	May 17, '89
A. Lausier	do	Point aux Esquimaux.	420	00	Oct. 15, '89
F. Gallienne	Chief Repairer	Seven Islands, North Shore.	540	00	April 22, '90
J. H. Thompson	Operator	Wood Mountain, N.W.T.	180	00	July 1, '90
F. C. Ouillette	do	Manicouagan	500	00	Aug. 10, '90
H. Caron	Repairer	River Canard	420	00	Oct. 1, '90
L. Picard	Operator	Moose, N.W.T.	600	00	June 9, '91
F. Carbray	Repairer	Salt Lake	360	00	July 1, '91
E. Johnstone	Operator	Fort Qu'Appelle	600	00	Aug. 1, '91
J. Vibert	do	Long Point	180	00	Sept. 1, '91
P. A. Cox	do	Cape Beale, B.C.	180	00	Nov. 1, '91
W. P. Daykin	do	Carmanah, B.C.	240	00	do 1, '91
F. S. Sharpnel	do	San Juan, B.C.	720	00	do 1, '91
L. Armstrong	do	Otter Point	600	00	do 1, '91
L. Des Biens	Repairer	Jordan River	660	00	do 1, '91
C. J. Dayton	do	Carmanah (West)	540	00	do 1, '91
E. B. Dayton	do	do (East)	540	00	do 1, '91
	An Operator	Victoria (C.P.R.)	240	00	do 1, '91
A. Wilcox	Operator	Moose Jaw, N.W.T.	240	00	Dec. 1, '91
J. St. Laurent	do	Saskatoon, N.W.T.	300	00	do 15, '91
J. Wilson	Superintendent	Vancouver, B.C.	300	00	do 23, '91
R. Keeley	Clerk	Ottawa	730	00	

GOVERNMENT Telegraph Service.—Agents at Commission Offices.

Name.	Position.	Station.
Anglo-American Co.	Operator.....	Port au Basque, Nfld. } Annually, \$250.
do	do	Cape Ray Lighthouse. }
J. Stobbert.	Agent and operator..	Fox Bay, Anticosti.
T. Gagné.	do	Heath Point, Anticosti.
A. Nadeau.	do	South Point do
M. Duguay.	do	Becscie River do
A. Malouin.	do	West Point do
F. Cabot.	do	English Bay do
Miss J. Shea.	do	Amherst Harbour, Mgd.
Wm. Cormier.	do	do Island do
Mrs. A. Binet.	do	Etang du Nord do
N. Arseneau.	do	do Lighthouse do
Mrs. F. Aickens.	do	Grand Entry do
P. L. Joncas.	do	House Harbour do
W. G. Leslie.	do	Grindstone do
Western Union Telegraph Co.	do	North Sydney, C.B.
R. G. Zwicker.	do	Aspey Bay do
D. Dunlop.	do	Baddeck do
E. Livingston.	do	Big Bras d'Or do
Wm. Brigham.	do	Englishtown do
J. M. Burke.	do	Ingonish do
M. McLeod.	do	Neil's Harbour do
M. C. Campbell.	do	New Campbelltown.
A. Momsin.	do	South Gut, St. Anne's.
F. C. Brewer.	do	do Ingonish do
J. McDonald.	do	French River do
M. Fiset.	do	Cheticamp do
M. A. McLellan.	do	Margaree Har. do
B. M. Ross.	do	N. E. Margaree do
A. Campbell.	do	Broad Cove Mines.
M. McDonald.	do	Mabou.
J. K. Doane.	do	Cape Sable Lighthouse.
E. A. Smith.	do	Newelltown.
M. McLennan.	do	Barrington.
N. A. Williston.	do	Bay du Vin.
Great North Western Telegraph Co.	do	Chatham.
D. Lewis.	do	Ecuminac.
H. W. Phillips.	do	Point Ecuminac.
M. Bremmer.	do	Hardwicke.
J. G. Peters.	do	Low Point, C.B.
J. Forrest.	do	Sault au Cochon.
L. Bouchard.	do	Portneuf Light.
J. A. Puize.	do	Mille Vaches.
J. H. Topping.	do	Escoumains.
N. Savard.	do	Bergeronnes.
D. G. Savard.	do	Baie des Roches.
D. Gaudin.	do	St. Siméon.
A. N. Parent.	do	St. Fidèle.
N. Duchesne.	do	Cap à L'aigle.
F. Vincent.	do	Murray Bay.
F. Boivin.	do	Bay St. Paul.
A. Boivin.	do	St. Urbain.
O. Pelletier.	do	St. Alexis.
A. Gauthier.	do	La Cruche.
A. Simard.	do	St. Alphonse.
R. H. Montgomery.	do	Bersimis.
J. E. Caron.	do	Tadouac.
A. Brassard.	do	Port au Persil.
D. Boily.	do	Chicoutimi.
G. Bouillane.	do	River Canard.
J. Mc R. Selkirk.	District superintendent.	Leamington, Pelee Island, commission only
C. Harrison.	Agent and operator.	Club House do do
W. A. Grubb.	do	Point Pelée do do
A. M. McCormick.	do	West Dock do do
F. B. McCormack.	do	South Dock do do
C. B. Quick.	do	North Dock do do
J. E. Quick.	do	Lighthouse do do
Bell Telephone Co.	Connecting line.	Leamington do do

GOVERNMENT Telegraph Service.—Agents at Commission Offices.

Name.	Position.	Station.
M. Turcotte.....	Agent and operator.....	St. Pierre, Que., commission.
E. Blais.....	do	Ste. Petronille do
M. Gobeil	do	St. Laurent do
P. Pouliot.....	do	St. Jean do
M. B. Emond.....	do	St. François do
N. Langlois.....	do	Grosse Isle do
J. S. Daggett.....	do	Flagg's Cove, Bay of Fundy.
F. A. Newton.....	do	Grand Harbour do
Peter Russell.....	do	Seal Cove do
A. Batsou	do	Welsh Pool do
E. Carroll.....	do	White Head do
E. Cameron.....	do	Woodward's Cove do
D. McKay.....	do	Grand Manan do
N. A. Comeau.....	do	Godbout.
J. A. Comeau.....	do	Caribou Islands.
V. Faiffard.....	do	Pointe Des Monts.
Z. Poulin.....	do	River Moise.
P. Touzel.....	do	Sheldrake.
H. LeBrun.....	do	Thunder River.
G. Molloy.....	do	Magpie.
B. Chambers.....	do	St. John's River.
G. Maloney.....	do	Mingan.

THE DOMINION GOVERNMENT TELEGRAPH SERVICE.

The Superintendent of the Telegraph and Signal Service refers to the recommendations of the Select Committee appointed, in 1876, by the House of Commons, to enquire into the possibility of establishing a sub-marine and land telegraph line system for the River and Gulf of St. Lawrence and Atlantic coast of the Dominion—and to the works since carried out by the Government—and makes the following recommendations:—

1. That a steamer be purchased for the service. Cost, about \$60,000.
2. That cable connection be extended to the Straits of Belle-Isle.
3. That cable connection be made with Sable Island, and
4. That cable connection be made with Scattarie Island, and that a shore line be extended from Main-à-Dieu *via* Louisbourg to St. Peter's, Cape Breton.

THE DOMINION GOVERNMENT TELEGRAPH SERVICE,
OTTAWA, 11th July, 1890.

A. GOBEIL, Esq.
Secretary, Public Works.

SIR,—For the information of the Honourable the Minister of Public Works, I have the honour to report:—

That in the year 1876 a Select Committee was appointed by the House of Commons, Canada, to enquire into the possibility of establishing a sub-marine and land telegraph line system for the River and Gulf of St. Lawrence and Atlantic coast of the Dominion.

Théodore Robitaille, Esq., M.P., was selected as Chairman, and valuable evidence was submitted by the Hon. Dr. Fortin, M.P.; Wm. Smith, Deputy Minister and other officials of the Department of Marine and Fisheries; A. G. Yeo, M.P., Prince Edward Island; P. Power, M.P., Nova Scotia; Hon. Wm. Muirhead, New Brunswick; Sir Donald A. Smith, M.P., Manitoba; Hon. D. E. Price, E. W. Sewell, Harbour Commissioners; N. Rosa, E. H. Dinning, Quebec; W. A. Schwartz, Consul General for

Norway and Sweden ; H. Lyman, President of the Montreal, and Joseph Shehyn, President of the Quebec Boards of Trade ; Lloyds Agency ; and many other gentlemen of experience and note.

From such representative evidence, throughout the Dominion, it appears :—

1. That in 1875, 4,045 vessels of 2,738,376 tonnage, valued at \$129,184,000 ; with crews of 77,927 men navigated the River and Gulf of St. Lawrence, or otherwise entered the ports of Nova Scotia and New Brunswick ; the value of said vessels and cargoes being \$216,282,000, to which must be added coasting and fishing vessels, (which do not appear in the Trade Returns), valued at \$3,500,000, and carrying crews of 205,000 men.

2nd. That during the six previous years, 1869 to 1875, 144 vessels of 58,000 tonnage, valued at \$1,534,000, and 98 lives were lost in the River and Gulf of St. Lawrence ; eight of which were wrecked on St. Paul's Island.

3rd. That a number of such vessels could have been saved had there been any telegraphic connections with Anticosti, the Magdalen and other Islands, whereby timely assistance could have been obtained ; and that terrible sufferings, in some cases resulting in cannibalism, could have been thereby prevented.

4th. That the reduction in insurance rates upon vessels, consequent upon telegraphic facilities would amount to not less than 12½ per cent. = \$210,000, and probably 25 per cent. = \$420,000 par annum.

N.B.—The actual reduction to date has been 50 per cent.

The result of such varied and important testimony was an *unanimous* recommendation, that the Federal Government be petitioned to inaugurate a telegraph and signal service system based upon the following recommendations :—

1st. That a land line be extended from Murray Bay to Mingan ; estimated to be 385 miles in length and to cost \$101,250.

N.B.—Now erected to Point aux Esquimaux, 24 miles east of Mingan. The actual distance being 496 miles (exclusive of the branch lines to Chicoutimi and St. Etienne, 109 miles) and the cost \$111,000.

2nd. A submarine cable from Mingan to Anticosti ; estimated distance, 24 miles, and cost \$36,000.

N.B.—This connection will be completed during the present summer of 1890 ; distance, 24 miles, and probable cost, including services of the S.S. "Newfield," \$16,000.

[*P.S.*—This cable was laid between Mingan and Mechastic Bay, Anticosti, on 22nd August, 1890, distance 20½ miles.]

3rd. A submarine cable from Anticosti to Gaspé ; estimated distance, 38 miles ; cost \$57,000.

N.B.—This connection was made in 1880 ; the actual length being 44¼ miles, and the cost \$48,700.

4th. A land line from Fox Bay to East Cape Anticosti ; estimated distance, 145 miles, and cost \$43,500.

N.B.—This line was constructed in 1880 ; the actual distance being 214 miles, *plus* 28 miles for the Gaspé connection. Total cost, \$38,300.

5th. A submarine cable from the Magdalen Islands to Cape Breton, Nova Scotia ; estimated distance 48 miles, and cost \$72,000.

N.B.—This connection was made in 1880 ; the actual length being 55 miles, and the cost \$60,500.

6th. A submarine cable from Magdalen Islands to Bird Rock ; estimated distance 16 miles and cost \$24,000.

N.B.—This cable was laid in 1880 ; the actual length being 19¼ miles and cost \$20,000.

[*P.S.*—In consequence of ice movements and rock falls, rendering this cable inoperative 8 years out of 10, the route was abandoned, and 16 knots of the cable having been recovered in good order, it was re-laid, *plus* 4 knots additional cable, between Meat Cove and St. Paul's Island, on 6th September, 1890.]

7th. A land line on the Magdalen Islands ; estimated distance, 38 miles, and cost \$6,840.

V.B.—This line was erected in 1880; actual distance, 83½ miles, and cost \$10,855.
8th. A land line from St. Lawrence Bay to Baddeck, Cape Breton; estimated distance, 75 miles, and cost \$7,500.

V.B.—This line was erected in 1880-81; actual distance, 128½ miles, and cost \$14,465.

9th. A land line from Chatham to Point Escuminac, New Brunswick; estimated distance, 25 miles, and cost \$2,500.

V.B.—This line was erected in 1884; actual distance, 42 miles, and cost \$4,500.

10th. A land line from Matane to Fox River, Gaspé; estimated distance, 165 miles, and cost \$18,500.

V.B.—This line was subsequently erected and maintained by the "Montreal Telegraph Company" in consideration of a bonus, once and for all, of \$16,000.

11th. A submarine cable from St. Paul's Island to Cape Breton; estimated distance, 16 miles, and cost \$24,000.

V.B.—This cable will be laid during the present summer, 1890; the estimated distance being 19 miles, and the probable cost \$3,000, *plus* the value of the old Bird Rock Cable (that connection having been abandoned as too costly and almost impossible to maintain), which is to be utilized for that purpose.

[*P.S.*—This cable, 20¼ miles in length, was laid on the 6th September, 1890.]

12th. A land line from Miscou to Shippegan, New Brunswick; estimated distance, 25 miles, and cost \$2,500.

V.B.—This line is again placed upon the Estimates for 1891-92; the actual distance being probably 25 miles, and the cost, including 1½ miles of cable, \$5,200.

13th. Short land line extensions to north and east points, Prince Edward Island; estimated distance, 18 miles, and cost \$1,800.

V.B.—These connections are again placed upon the Estimates for 1891-92; the actual distances being 24 miles, and the probable cost \$3,000.

It will thus be noted that *every one* of the items recommended by the Committee (excepting the inconsiderable items Nos. 12 and 13) have been carried out by the present Administration at a total cost of \$343,320 (*versus* original estimates amounting to \$369,090) although the actual lengths of lines and cables proved to be greatly in excess of such original estimates.

Finally, the Committee strongly recommended that a steamer suitable for cable laying and for towing and wrecking should be attached to the Telegraph Service.

V.B.—Hitherto the S.S. "Newfield" has been utilized for cable work at an annual cost of \$5,000; but there are now so many cables, liable to interruption, that when most required the "Newfield" is not always available. A suitable steamer which could be purchased for about \$60,000, might be attached exclusively to the Telegraph Service, such vessel could be profitably employed in towing, wrecking, &c., when not otherwise engaged upon the Telegraph Service.

Over and above the recommendations of the Special Committee of 1876, the Federal Government have added the following submarine and land line connections to their Gulf and Coast telegraph systems.

1st.—A coast land line from Canso to Halifax; distance 208 miles; cost \$18,500.

2nd.—A submarine cable and land lines connecting Campobello and Grand Manan Islands with New Brunswick; distance, 29 miles; cost \$11,000. (*Plus* an extension to Whitehead Island, September, 1890; distance, 6 miles.)

3rd.—A coast land line from Mabou to Cheticamp, Cape Breton; distance, 53 miles; cost \$6,000.

4th.—Submarine cables and land lines from Barrington to Cape Sable Island, Nova Scotia; distance 17½ miles; cost \$3,500.

5th.—Submarine cables between Digby, Long and Brier Islands, Nova Scotia; lengths, 1½ miles, cost \$3,000.

6th.—Submarine cables and land lines from Quebec and Grosse Isle Quarantine Station; distance, 52 miles, cost \$22,200.

The annual cost of maintenance of all the foregoing connections, during 1889-1890, amounted to \$36,660, less \$6,403 revenue. All Meteorological, Shipping and Fishery Bulletin reports having been transmitted free of charge.

The actual general reduction in Marine insurance premiums since 1875-76 has been 50 per cent; and, through the telegraph and other facilities, vessels navigating Canadian waters have benefited in like ratio; thus the cost of maintenance, \$30,257, plus the annual interest upon \$389,000 at 4 per cent \$15,560, or in all \$45,817, is a mere fraction of the yearly saving effected upon Marine insurance premiums alone.

In conclusion, I have the honour to recommend to the favourable consideration of the Honourable the Minister of Public Works:—

- 1st. That a steamer be purchased for the service;
- 2nd. That cable connection be extended to the Straits of Belle-Isle;
- 3rd. That cable connection be made with Sable Island; and
- 4th. That cable connection be made with Scattarie Island, and a shore line extended from Main-à-Dieu *via* Louisburg to St. Peter's, Cape Breton:

In order to complete the positive requirements of the Federal Coast Telegraph system.

I have the honour to be, Sir,

Your obedient servant,

F. N. GISBORNE,
Superintendent Telegraph Service.

Mr. THOMAS FULLER, Chief Architect of Public Works, was examined:—

5499. You are the Chief Architect of the Public Works Department?—Yes.

5500. You are in charge of all the buildings?—Yes.

5501. You are also in charge of the votes for repairs and furniture for these buildings?—Yes.

5502. How are contracts awarded?—Generally speaking, to the lowest tenderer. That is the rule.

5503. Are there any exceptions to that?—I do not remember any at present. Sometimes I believe the lowest tenderer has declined the contract for some reason or other. But I do not think it is a good practice always to accept the lowest tender; I think quite the reverse.

5504. What is your reason?—Because tenders are made by persons who are not competent to do the work—sometimes by a class of men who are not builders at all. They take the contract below cost, and hope to make it up by extras.

5505. Do they not forfeit a considerable sum by having their tender accepted?—Not if their tender is accepted.

5506. They have to give security?—Five per cent of their contract price is deposited at the time the contract is awarded to them, and if they fail to carry it out they forfeit the deposit.

5507. You say that there are difficulties connected with accepting the lowest tender; but there are also difficulties in passing over the lowest tender?—Oh! yes.

5508. Owing to the suspicion that may be excited against the Government, of favouring their friends?—Certainly,

5509. In some cases have you not given the work out and allowed a percentage on it?—Only in very small things.

5510. That is the usage in England to some extent, is it not?—Very much the usage. The Government prepare a schedule of prices, and then advertise for tenders. The tenderers offer to do the work at so much per cent above or below the schedule prices, as the case may be, and in that way the work is carried out.

5511. What we meant was employing a man to superintend the work, and paying him a percentage on the cost?—In the States that is the common practice followed by

capitalists. They employ a man in whom they have confidence, to buy material and superintend the work, and they pay him 10 or 15 per cent of the cost according to agreement.

5512. Have you ever known that to be done here?—No. I erected a savings bank in the States in that way, costing, I think, \$160,000 or \$170,000, and there was no dispute at all. The work went through as smoothly as possible.

5513. You had charge?—I was the architect.

5514. Who was the builder?—A noted builder. He produced vouchers for everything he purchased.

5515. Do you think the builder would do as well for the Government as he would for capitalists?—I think he would. I think it is the best way to do work.

5516. If you have a thoroughly good man?—Of course you must have a thoroughly good man. I do not think the Government ought to expect work to be done at less than the actual cost; but in nine cases out of ten they do get work done at less than cost. Somebody has to suffer. That is the result of accepting the lowest tender. For instance, in the case of the new departmental block, the contractors' tender was \$295,000; the next tender was \$389,000; whereas my estimate was \$400,000. Somebody must suffer there.

5517. How much did it really cost?—Amount certified by Chief Architect, including original and subsequent contracts, and additional work, such as iron girders and joists, iron roofs, copper covering instead of galvanized iron, iron staircases, heating apparatus, elevators, electric bells, gas service, etc., etc., \$580,000.

5518. What system do you follow in issuing stores?—When anything is wanted a requisition is sent in, which is submitted to the Minister or the deputy minister. If it is approved of, it is handed over to the clerk of works, who has charge of everything. There is a repair staff for the Ottawa buildings.

5519. These are under your control entirely?—Yes.

5520. The carpenters and labourers?—Yes.

5521. You have nothing to do with the mechanical engineers?—No.

5522. What is the general practice in regard to repairs here at Ottawa?—It varies.

5523. How are these men employed?—Always on the order of the Minister or the deputy minister.

5524. Have you anything to do with the men outside the buildings—for instance, those who shovel snow or bring in the coal?—The work on the snow is done by contract.

5525. And the hauling of the coal in and out?—That has not been done under me, but under Mr. Arnoldi. I suppose the contractor has to deliver coal on the ground as it is required.

5526. You have nothing to do with the staff employed in connection with the heating at all?—No. The mechanical engineer was supposed to be under the Chief Architect, but as a matter of fact he has never been.

5527. The carpenters and labourers employed last year numbered 260. How many labourers have you employed?—I cannot tell, they vary so much. I always get an order to put on so and so.

5528. Have you nothing to do with employing them?—No.

5529. Do you say that some have been forced upon you whom you did not want?—No, I do not say that.

5530. They could always be employed?—They could always be employed. The clerk of works is responsible for that. If he has a man that he does not want he ought to report the fact.

5531. Who is the Clerk of Works?—The Clerk of Works was formerly Mr. Pruneau, who is now dead.

5532. Who has succeeded Pruneau?—François Breton.

5533. He was a carpenter before?—Yes. He is a very shrewd man.

5534. And he is answerable for everything?—Yes.

5535. In outside buildings there are clerks of works employed?—Yes, nearly all of them have clerks of works.

5536. Who appoints them?—The Minister of Public Works.

5537. How are they appointed—on whose recommendation?—I suppose on the recommendation of the local Member.

5538. What qualifications have they?—They are supposed to be practical men. In some cases they are very efficient men. In other cases they are not.

5539. Have you had many instances in which the clerks of works were inefficient?—We have had one who was very inefficient. That was at St. Hyacinthe. He has been discharged. It is necessary to have some person on the ground to make the monthly estimates of the contractor.

5540. Would it not be better if the appointment of these clerks of works were entirely in your hands, without the outside recommendation?—I do not know. I would need to have a knowledge of men in the locality, because we generally employ a man in the locality. If we had to keep at Ottawa a staff of clerks of works to send about, it would be very expensive.

5541. You have to get a clerk recommended by some one in the locality?—Yes.

5542. Have you ever discharged a clerk of works?—Not myself. I have reported.

5543. Have you ever reported against them?—I reported against the man at St. Hyacinthe.

5544. Do you recollect any other?—I do not recollect any other at present. The order of the Minister has been that as soon as they are not wanted any longer, they are immediately to be discharged.

5545. Is that done?—Yes, as soon as the building is completed. In winter they are generally put on half pay, as the work does not then proceed very rapidly, and we have to have a man there to take charge.

5546. Do you not know any better way to get good men than to get those recommended by the member elected by the people of the locality?—No. If I had to employ a man from the locality, I would have to enquire of some one.

5547. All these works are done by contract?—Yes.

5548. And the clerk of works is there, not so much to keep the time as to see that proper material is employed, and that the work is properly done?—His duty is to see that the contract is carried out in its entirety, without having any power to change.

5549. In addition to your staff at headquarters you employ architects outside?—Sometimes.

5550. And pay them commissions?—Yes.

5551. Could not your staff do all that work?—They could not superintend.

5552. These architects superintend?—They superintend and give details as well.

5553. What commission do you generally pay them?—From $2\frac{1}{2}$ to 3 per cent.

5554. In some cases the commission is charged in the Auditor General's report at $7\frac{1}{2}$ per cent?—That is for superintending repairs, which involves a great deal of trouble. That is a different thing altogether from carrying on a new work, and that remuneration was fixed long before I came—I think during the time Mr. Mackenzie was in power. That is a common rule with the profession outside. A man will not superintend repairs, where there is a great deal of trouble, at less than $7\frac{1}{2}$ per cent—that is, a man of any note.

5555. Have you charge of the furniture of these buildings?—That is entirely under the charge of the clerk of works.

5556. If a new desk is wanted, does not the requisition go to your office?—Yes, and then it goes to the clerk of works, who makes an estimate of its cost, and then it is submitted to the Minister for approval.

5557. And if it is approved the patronage goes where?—The deputy minister directs from whom the goods shall be purchased.

5558. You have nothing to do with that?—No.

5559. You only make an estimate of the cost?—That is all. The clerk of works, I suppose, would make the purchase.

5560. You have nothing to do with deciding as to the person who is to supply a carpet or a desk?—No, I seldom see them.

5561. You do not know anything of the method of purchase, except from hearsay?—I think that when an order is given for a purchase the clerk of works goes and gets the goods. The carpets are so much a yard, and they are easily measured after being obtained, to see that the quantity is correct.

5562. Are you aware that all the carpets and furniture are bought at retail prices in the shops in Ottawa?—I believe so.

5563. Do you not think a great deal could be saved by making a contract with a large furniture or carpet house to supply desks or carpets as they are wanted?—I do not know that it would be possible to specify the quantity. At one time, when Sir Hector Langevin was Minister, the price of carpets was limited to \$1.00 a yard.

5564. But that might be a retail price?—Yes.

5565. And might it be false economy not to keep a stock?—If you bought at wholesale you would have to keep a large stock.

5566. Could not a return be made of the number of yards bought and the amount spent for furniture in a series of years?—I suppose a statement might be made to that effect. But in some cases we do not buy the carpet—for instance, for the House of Commons.

5567. That would be under their own Internal Committee?—Yes.

5568. But for other buildings all over the country you buy?—Yes.

5569. You have nothing to do with the purchase of coal for the buildings outside?—Yes; but that is all done by contract.

5570. Nor with the heating and light in these buildings at Ottawa?—That has been under Mr. Arnoldi.

5571. Does that come to you now?—It has virtually, since Mr. Arnoldi was suspended. He was supposed to be under the chief architect.

5572. But practically he was independent?—Yes, practically, and he was a very competent man.

5573. You have made an estimate for the alteration of the furnaces to adapt them for the use of coal instead of wood?—Yes.

5574. There is at present a contract for the supply of wood and coal?—Yes.

5575. The contract for the wood goes on for some time yet?—I think it does.

5576. Does it bind the Government to take any given quantity, or merely what the Government require?—There was an estimate of the quantity.

5577. You are aware that for gas the retail price is paid to the Ottawa Gas Company, which is a monopoly?—Yes.

5578. And that a very large amount is paid the Ottawa Gas Company every year?—Yes

5579. Do you think any method could be devised to reduce that expenditure?—I suppose the electric light would cost nearly as much.

5580. Suppose the Government used its own gasometer, or obtained tenders from the rival electric companies, do you not think the expenditure could be considerably reduced?—I do not know. The general experience of lighting by gas and by electricity is that they cost about the same.

5581. There is a monopoly of the gas company and a rivalry of the electric light companies?—Yes. But we have our own plant below the hill for lighting the main building by electricity.

5582. Could that be used for all the buildings?—Yes, by increasing the plant.

5583. With a very slight increased cost that could be utilized?—The dynamos are very expensive, and we use steam to run them. I do not know whether the power could be got from the rival companies. That has not yet been enquired into. We are now making an estimate for the lighting of the tower clock by electricity.

5584. Have you any suggestions to make whereby the expenditure of your branch of the department could be reduced without impairing its efficiency?—I think our branch of the department is about as economical a department as any in the Government. I submit a statement, which I prepared for the Minister, showing the cost of employing outside architects to do the work as compared with the cost of doing it by the staff. I

may say that I have on my actual drawing staff only two more clerks than there were on the staff in 1871, when there was not one-third, certainly not one-half of the expenditure that there is now. The statement is as follows:—

APPROXIMATE STATEMENT showing the Expenditure for Public Buildings, &c., from 1885 to 1890, and cost of Architect's Staff and outside Architects employed in preparing Drawings and superintendence

	\$ cts.	\$ cts.
1885-86 :—		
Total amount spent on public buildings		1,267,764 00
5 per cent on the above amount for architect's services would be.....	63,388 00	
Salary of architect's staff, including chief architect..... \$ 20,256 00		
Commission paid to local architects	11,915 00	
	32,171 00	
	31,217 00	
Showing that the cost for architectural services was only about 2½ per cent		
1886-87 :—		
Total amount expended upon public buildings.....		1,150,689 00
5 per cent on the above amount for architect's services would be.....	57,534 00	
Salary of architect's staff, including chief architect..... \$ 20,652 00		
Commission paid to local architects	16,354 00	
	37,006 00	
	20,528 00	
Showing that the cost for architectural services was only a little over 3 p.c.		
1887-88 :—		
Total amount expended upon public buildings.....		1,082,891 00
5 per cent on the above amount for architect's services would be.....	54,144 00	
Salary of architect's staff, including chief architect..... \$ 22,897 00		
Commission paid to local architects	14,298 00	
	37,195 00	
	16,949 00	
Showing that the cost for architectural service was only about 3½ per cent		
1888-89 :—		
Total amount expended upon public buildings.....		723,860 00
5 per cent of the above amount for architect's services would be.....	36,443 00	
Salary of architect's staff, including chief architect..... \$ 23,887 00		
Commission paid to local architects	13,922 00	
	37,809 00	
Showing that the cost for architectural services was a little in excess of 5 per cent.		

NOTE.—It is suggested that when the expenditure is reduced, as in the above instance, that the employment of outside architects be dispensed with and the work done by the staff.

	\$ cts.	\$ cts.
1889-90.—		
Total amount expended upon public buildings.....		965,307 00
5 per cent on the above amount for architect's services would be.....	48,165 00	
Salary of architect's staff, including chief architect..... \$ 24,701 00		
Commission paid to local architects	4,108 00	
	28,809 00	
	19,356 00	
Showing that the cost for architectural services was a little under 3 p.c.		
Amount saved to the department, assuming the legitimate charges for professional services to be 5 per cent :—		
1885-86.....		31,217 00
1886-87.....		20,528 00
1887-88.....		16,949 00
1889-90.....		19,356 00
Total saving.....		88,050 00

NOTE.—A complete and exact showing of the work and duties of the staff as compared with ordinary architectural practice is almost impossible. A few items, however, may be given to show that a great deal of work is done that would not occur in outside practice.

1st. A great many duplicates of drawings are required, owing to the fact that the buildings erected are for the most part so far distant from headquarters.

2nd. Every return called for by the House of Commons containing drawings necessitates their reproduction.

3rd. Large numbers of plans are required in connection with transfers of property.

4th. A large staff of workmen employed in making additions, repairs, etc., to public buildings, Ottawa, which require both drawings and superintendence.

5th. The ordering and passing of accounts for fuel, light, water and rents in connection with public buildings throughout the Dominion, is done by the staff.

6th. Consulting the various departments with regard to public buildings is also an item that occupies considerable time, and many other items that would not occur in ordinary practice.

THOS. FULLER,
Chief Architect.

5585. Whenever the expenditure amounts to \$1,000,000 there is a saving?—Yes.

5586. If it should fall down to \$500,000 or \$550,000 it would be an open question whether there would be a saving?—There would then be about a balance.

5587. How many of your officers are permanent?—I have only one permanent.

5588. The theory is that as your expenditure decreases your staff will decrease?—I suppose so. A number of them have been there a great number of years.

5589. Who appoints your draughtsmen?—The Minister.

5590. Have you ever had any given to you that you did not want?—No; I have never had any imposed upon me.

5591. Have you had any who were ineligible?—They vary very much in their ability. You find that in every office. The skilled work is done by a few.

5592. And a number are generally not any better than copyists?—Yes.

5593. Is the unskilled work paid as much as the skilled work?—No; the skilled work is paid better, but I consider that the salaries are very low. It comes very hard on the staff that men who have been there from sixteen to twenty years cannot get a holiday, and that if they are sick for a day their pay is docked.

5594. The pay of these extra clerks and these extra draughtsmen is charged indiscriminately to various public works?—I believe so; that rests with the accountant.

5595. Would it not be more honest to have a special vote for that purpose?—That matter does not belong to me at all. Very few of the extra clerks in the Department of Public Works are in my office; I think I have only fourteen.

5596. You could make a theoretical organization for a permanent staff and a temporary staff that would be in accordance with the requirements of the Act?—I think several of them ought to be permanent, and the rest should be taken on as they are wanted. For instance, my chief assistant, who has been there twenty years, and who attends to the duties of the office in my absence, and who passes the accounts, should be on the permanent staff. Also some others who have been many years in the department.

5597. When there are any whom you do not want, you do not hesitate to part with them, or are they retained in some way or other?—We have so much to do that we require them all, all the time.

5598. Do they do a full day's work?—They are supposed to. They sign the book when they come in the morning and when they go in the evening, and also in the middle of the day when they go out.

5599. Is there any means of controlling them, to see that they do a day's work?—The only way is to judge of the amount of work done.

5600. Are they in a room next to yours?—No, they are in a room up-stairs; that is the unfortunate thing. There is an architect to supervise them, and I give all my instruction to him.

5601. And no doubt you have a means of judging whether there is work enough to warrant the employment of that staff?—I do not think the staff is at all out of the way. You will not get persons, at least some persons, to work as hard for the Government as for a private individual.

5602. Have you any reason to suspect that any of your staff receive commissions

from contractors?—No. I do not see how they could, because if a contractor wants any favours he is apt to apply to the Minister.

5603. There would be no opportunity of doing it, even if they had the disposition?—The only thing they could do would be give a copy of a drawing, and we have given instruction that that must not be done.

Mr. W. D. LESUEUR, Secretary of the Post Office Department, was examined.

5604. You are the secretary of the Post Office Department?—Yes.

5605. How long have you been secretary?—Since the 1st of July, 1888.

5606. You were assistant secretary before that?—Yes, from the 1st of July, 1880.

5607. How long have you been in the service of the department?—Thirty-six years on the 23rd of next month.

5608. Then you are thoroughly acquainted with the system and work of the department?—Pretty much so.

5609. Have you a list of the staff, permanent and temporary, in your branch?—Yes. I produce a copy of my conduct return for December last. I also produce a list of the staff arranged without regard to branches, but simply with reference to rank, showing the number of first class clerks, second class, third class and temporary.

5610. Before arriving at your present position did you pass through any of the other divisions or sub-divisions of the department?—Oh, yes. I went in as a boy of sixteen.

5611. So that you are quite conversant with the details of every division?—I was not in the money order office or savings bank branch; I rose in my own branch of the department.

5612. But with that exception?—I have not served in outside branches. But I have done nearly every kind of work in the main staff of the department.

5613. How many first class clerks do you think it necessary to have in your branch?—I really require as many as there are at present. One of those included in the list is at the head of the stamp branch.

5614. What do you call the stamp branch?—The branch from which postage stamps are issued to postmasters.

5615. Does the clerk in charge receive the stamps from Mr. Burland?—Yes. He receives them, checks them, sends them out, and prepares a statement weekly for the accountants, showing the number sent out, the average being about \$60,000 worth per week.

5616. Have any of the first class clerks in your branch arrived at their positions merely from length of service, and are they now doing inferior work?—They have all arrived at their positions through length of service, but I would not say that they are doing inferior work.

5617. Is it a fact that one of your first class clerks is doing inferior work, and has been made a first class clerk solely through length of service?—I do not know that I should take the responsibility of saying that, seeing that he was doing the same work when the head of the department placed him where he is.

5618. Is it or is it not the fact that he is doing the same work as before?—The work has not changed since the time when he was a second class clerk. In some cases, though it is impossible to say that the work has changed, it has become more important in consequence of its increase in amount, in which case the clerk who once did it all by himself may have to supervise others doing similar work.

5619. Is he doing distinctive work?—It is distinctive work, but I could not say that, upon that ground, it is work that requires to be done by a first class clerk.

5620. There are 9 second class clerks, of whom 3 are for the stamp branch, and the other 6 for principal correspondence?—I roughly classify them in that way. Of the 3 assigned to the stamp branch there is really only one who exercises the functions of a second class clerk.

5621. Then they have simply arrived at the position through length of service?—One of them became a second class clerk in another department, and as such was transferred to our department.

5622. And in time, if he lives long enough, he will become a first class clerk?—No, for one reason, that the examination is a bar. He has not attempted to pass it.

5623. The 6 second class clerks attached to what is called the principal correspondence are under your own immediate supervision?—Yes.

5624. One of them acts as private secretary to the deputy head?—Yes.

5625. Have any of the other 5 arrived at that position through length of service?—Every one does the work which fairly entitles him to his position; I have no hesitation in saying that.

5626. You have 19 third class clerks?—Yes, including those of the stamp branch.

5627. There are 7 attached to the stamp branch and 12 to principal correspondence. Could you dispense with any of them?—I could not. I am not speaking of the stamp branch, but only of the branch with which I am in immediate contact. Although the secretary has nominal control of the stamp branch, Mr. Plunkett practically manages it. I would undertake to say that the staff there is numerically too strong for the work. They issue stamps and supply requisitions to 1,200 postmasters only. There was a time when postage stamps were sent to every postmaster in the Dominion direct from Ottawa. That made a great deal of work; but since 1888 we have selected the money order offices, calling them accounting offices, and we now send stamps to them and not to the other offices. To each of these accounting offices we sent once for all a stock of stamps on credit, varying from \$6 up to \$80 worth. That diminished the work of the stamp branch very much, reducing the number of offices it had to deal with from nearly 7,000 down to 1,200. These 1,200 would make requisitions on an average somewhat oftener than once a month.

5628. There are 11 officers employed in the stamp branch, besides 3 packers and 1 temporary packer?—Yes.

5629. Besides attending to the requisitions for stamps, they have to check the receipts of stamps. Yes. They also issue stamp licenses, but that is a trifling matter, and of course they have to keep a record of the stamps issued to every postmaster. They do their work promptly and accurately.

5630. The salaries of all these third class clerks except one are mounting up at the rate of \$50 a year. Do you not think that the same kind of work as they do could be got out of the writer class?—There are some kinds of work which I have no doubt could be done by that class, but I do not think there would be any advantage gained. People so employed, who knew that there was no prospect of advancement before them, would have no object in increasing their intelligence or capacity; whereas clerks who have an opportunity to advance find it to their interest to increase their intelligence and knowledge; and for my part I try to see to it that the intelligence of my staff is promoted by every possible means.

5631. Do all your people sign the attendance book?—Yes, always. The ladies sign a separate one, to avoid crowding up with men.

5632. You have only two temporary clerks?—Only two, and they are both fully occupied.

5633. Did they pass the examinations?—They have both passed, to my knowledge.

5634. Had they both passed when you got them?—One had, and one had not.

5635. How do you get your temporary clerks?—That is just a point on which I should be very glad to be allowed to make a frank statement. We get our temporary clerks in the first place by what I may call impulsion or movement from the outside. Somebody wants a place for somebody without initiative on my part, or so far as I know on the deputy's part; and the name of the person is mentioned to us as requiring a situation. I am not now speaking with as full knowledge as I could if I were deputy. I can only speak of impressions which I have gathered during my service in a somewhat responsible position in the department. A deputy head could speak more to the point than I can. The Minister mentions to the deputy that a place is required for so-and-so,

and perhaps asks if there is a vacancy, and they settle that point between them. According to the Civil Service Act the deputy is required to sign a declaration that a clerk is required before one can be appointed. That always seemed to me to be a useful provision of the law; but it has occurred to me that if it is to be made a serious and efficient provision, we should go further back even than the deputy for the prime movement in the matter. It is not for a deputy to know in the ordinary course of things whether a clerk is required in some particular office of a large department. The need for the clerk must be felt in some one spot, and the chief clerk of the particular branch would be the first to become cognizant that a clerk was wanted. Therefore it has always seemed to me that the process ought to be the direct reverse of what it is now. The initiative should come from the chief clerk at the head of a branch, who should go to the deputy and report that he required an extra clerk. The deputy ought to ask him: "What do you want an extra clerk for? What work do you propose to put him at? How much work do you propose to give him to do?" The deputy should examine the request critically; and only when he is satisfied by the representations of the chief clerk should he make the application to the Minister. In our department a clerk is sometimes placed where he is not wanted.

5636. And where he becomes a nuisance?—There have been cases of clerks being placed in offices where they merely served to sub-divide work which was not in excess at the time; and it seemed to me that while maintaining the provision of the law which I have mentioned, it should be further provided that a demand for an extra clerk should have to originate with the head of the branch where the clerk is said to be required.

5637. Have you ever had clerks of that kind given to you who have been found inefficient?—Of course, going back over a number of years, I have certainly had from time to time clerks given to me who were not efficient.

5638. What do you do with them?—I generally try to get them, transferred elsewhere.

5639. You have no means in your power of dispensing with them, as would be done in the outside world?—As the head of a branch merely I have not; I can only make representations. If I were a deputy I might speak differently.

5640. You never knew a case of a clerk sent away for simple inefficiency?—I cannot say positively that such a thing never happened.

5641. As a general rule, are inefficient clerks kept or are they dismissed?—Inefficient clerks are kept very often, to the detriment of the service.

5642. What is your view respecting competitive examinations?—I have very much the same opinion on that subject that I had when I was examined before the Civil Service Commission in 1880—that is to say, I have never seen my way to adopt in full the principle of competitive examinations. My reason is, that if you once isolate the service from the rest of the community, and make it a close corporation, placing the control of it in the hands of a non-political board, you at once attract towards it that class of persons who are of quiet, sedentary habits, who have a good deal of time for study, not much inclination to engage in business pursuits, and somewhat lacking in initiative and enterprise—the very kind likely to stand well in an examination. In due time you would have the service unduly manned with people of that kind, and it would tend more to become a bureaucracy than it is now. I think it is more in touch with the public and more likely to keep abreast of the times than it would be if we could snap our fingers at all the politicians of the country.

5643. But suppose the view of the Civil Service Board were quite different from that; suppose that their view was that all appointments, promotions and dismissals should rest with a committee of the House of Commons, as at present, and that they should bear their responsibility to the House and the people; and suppose that the Civil Service Board regarded themselves merely as a piece of machinery to enable the Government to find out whether men were competent for positions or not, one part of their procedure being competitive examinations, and having no patronage themselves, would you see any objection to that?—The question is, what kind of men will you get into the service at first. It is well to promote the best that you have, but the question is, what character would the service as a whole assume under that system.

5644. But seeing that you get people to pass an examination qualifying them for entrance, and afterwards requiring them to compete in regard to performing the duties of the office, why would you not be as likely to secure enterprising young men as others?—For the same reason that I have mentioned, that many men of the practical class find it more difficult to pass an examination than men of the schoolmaster class, and the service would drift into the hands of the latter class of men to a predominant extent. The political system has its drawbacks, but I think it has certain distinct advantages, and if we could mend it in some respects it might be made to work fairly well in this country. We are all acquainted with the principle that taxation without representation is tyranny. That needs to be supplemented with this principle, that power without responsibility is abuse. A member of Parliament has too much power in respect to appointments, and too little responsibility. He can make a recommendation to a Minister on which an appointment is based, and nobody knows who has made that recommendation. He perhaps writes a private note, which is destroyed when the appointment is made. The man appointed may turn out to be a scamp, and no visible responsibility rests on the member for having recommended him, while the Minister escapes responsibility on the general ground that he cannot know the character of every man he appoints. I consider that if a member undertakes to recommend anyone for appointment to the service he should do so, not by means of a private note, which has no substantial existence, but he should do so formally, and his recommendation should be a matter of record. I would even go further, though I know this is not at all likely to be adopted: I would publish in the *Canada Gazette* that so-and-so was appointed on so-and-so's recommendation, or I would report it to Parliament. Then a member would think twice before he would recommend a person for appointment.

5645. Though not in favour of unlimited competition, possibly you would not object to persons recommended by a member being required to pass an examination?—Oh, no. I believe in a qualifying examination.

5646. That is a limited competition?—By means of the qualifying examination you exclude those who do not come up to a sufficient standard of education; but the moment you make the examination competitive you limit the service to the special class that shines in examinations. Of course, it must not be understood that I mean that this power of recommendation, though open to abuse, has always been abused, or even generally. I know of many cases in which the power has been exercised with a good deal of discretion, and with a real sense of public responsibility.

5647. In your plan would you have a term of probation?—Most decidedly. I think it of great importance.

5648. You would have political patronage fairly shown to the world, *plus* an examination, *plus* a term of probation?—Yes. If the service fell into the hands of the student class I think it would suffer in energy, initiative, and adaptability to the public needs.

5649. Are you not aware that the Civil Service of India, which is open to all the world, has quite as manly a tone as it had in the time of the East India Company?—I do not know it positively. I know that there is a great deal of discontent in England with the Civil Service to-day. I do not know that we can cite the English Civil Service as being very superior to our own in point of efficiency.

5650. Do you think there should be an age limit in appointments?—I think 18 years too high. I think the service might be open to persons at 16, which was the case under the old Civil Service Act of 1857.

5651. What would be your maximum limit of age for entrance?—I would be disposed to say 25.

5652. For the third class?—Yes. Of course, all appointments except technical ones are made to the third class.

5653. What is your opinion of the maximum salary of \$1,000 paid to third class clerks?—I think \$1,000 is a very good salary for a man who is incompetent to go into the second class; a man who, because he cannot pass the examinations, has to be retained

in the third class, ought to be possessed of extraordinary industry to make up for his lack of ability.

5654. Do you think it would be well to pay men only according to the nature of the work they do?—Yes, if we could do it upon any system that would not be too much embarrassed with exceptions, and that could be made to work fairly. The principle is good.

5655. In a very large department like yours, is not promotion very slow? Is there any hope for an average third class clerk to attain to a much higher position?—I would not say that it is unduly slow.

5656. Among the 250 men, how many chief clerks are there in your department?—There are six chief clerks and the deputy.

5657. Then the chances are one to forty that a man will ever become a chief clerk in that department?—I suppose so; I have never worked out the problem.

5658. In other departments, from the smallness of their number, the proportion of chief clerks is far greater?—Oh, yes; decidedly.

5659. Have you any theory as to shifting men about so that an equal chance may be given to a man wherever he is appointed. Have you any idea as to getting all good men promoted in like manner? If there were a vacant chief clerkship in the service, would you open it to all the first class clerks in the service, and not to the first class clerks of the particular department only?—I hardly think it is feasible. I think it would tend to introduce a good deal of confusion into the service and unsettle men's minds. The more varied possibilities there are before a man the less settled his ideas are. A man in the Post Office Department, instead of labouring to qualify himself for success in that department, would be labouring to get a first class clerkship in some other department. There is no absolute bar now to transferring a man from one department to another. I am very sorry to say that we have lost good men in that way.

5660. If there was the same chance for promotion in your department, would not the men rather stay than go?—I suppose they would. As to the general question, I can only say that I would be very sorry, after having taken a good deal of pains to fit a man for the work of my branch, to have him carried off to another department.

5661. How do you make recommendations for increases?—When they become due, the heads of branches are required to report to the deputy head whether the conduct and attention to duty of the men have been satisfactory. If they have been, the increases are granted.

5662. Are not these increases made perfunctorily?—Oh, no.

5663. Have you ever reported against an increase?—I have, and the other heads of branches also. I can assure you that the matter is looked into carefully, and in the outside service also the increase is frequently refused.

5664. Do you think promotion examinations are desirable, or should promotions be left in the hands of the department?—I approve of the examinations.

5665. Outside of the department or in the department?—Outside of the department. I was sorry for the change which was made in the Civil Service Act a few sessions ago, exempting from the examination, so far as it was of an educational character, those who had been in the service previous to 1882. The examination was partly educational and partly departmental, and a private member got a Bill passed exempting those appointed before 1882 from the necessity of passing the educational part. The Act was working very well and the men were fitting themselves for the examinations. Now they have simply to pass on the duties.

5666. For these promotion examinations did you prepare the papers for your department or did the deputy?—I prepared the papers on several occasions for the main department. Mr. Everett prepares those for the money order branch, and Mr. Matheson for the savings bank branch.

5667. These papers are generally prepared by the deputy?—The deputy has done it two or three times, and on other occasions he has asked me to do it. I have always endeavoured to make the papers such that an indifferent clerk who has not used his powers of observation cannot pass them. The person who gets good marks on the

examination paper which I set must have a pretty fair knowledge of the general work of the department.

5668. Have any failed to pass?—Oh, yes. One or two have given up all hopes of passing. They have tried and failed.

5669. Are you aware that any of the temporary clerks appointed in your branch made two or three trials before they passed the examination?—Yes. I know of one or two cases of clerks trying two or three times and succeeding in the end, and also one or two cases in which men have tried two or three times and failed in the end.

5670. And have they been all the time retained on the temporary staff?—Yes.

5671. How did you get over it?—How did the Auditor General get over it? It seems to me it is more a matter for him.

5672. You know what the law is on the subject—that a temporary clerk can only be retained until the next examination takes place?—Yes, the law is quite clear on this point; but the power rests with the Auditor General; if he chooses to put his pen through the name the salary would not be paid.

5673. Do you think that the deputy heads of departments concerned in exchanges of clerks should approve of them before they are made?—I think so, decidedly. I don't think the decision should rest entirely with the clerk who has had a solicitation from another department.

5674. You have expressed the opinion that the limit of age for entrance should be reduced to 16 years? Have you any ideas in regard to the boy copyist class, such as exists in England?—I have not had occasion to think much about it, for the reason that there is no large mass of work under my charge that would call for the employment of that class. In the money order branch or the savings bank branch there might be sections of work at which that class could be employed; but in my office the work is very varied.

5675. Do you have several women clerks employed in your branch—are they generally efficient?—They are generally efficient, and I sometimes feel inclined to think that upon the whole their efficiency runs a little higher on the average than that of the men in the kind of work upon which they have been hitherto employed. I have men employed at higher work than that on which the women have hitherto been employed, and I have as yet no means of judging how they could do work of that class. But for the work on which they are now employed they give on the whole great satisfaction. As compared with men they seem to be in general more methodical; they do with exactness what they are told, and they are naturally neat in their work, at least those with whom I have to do.

5676. Have you any work in which the women could be employed by themselves?—Not very well, because I have no work which is all of one uniform kind.

5677. Do you think there could be a limit in leave of absence granted on account of sickness?—I have not fully made up my mind on that point, but I think it requires to be settled in one way or another. It should not be a matter of departmental regulation. The Government should adopt a policy in regard to sick leave, determining how long they will consent to keep a person on the pay-list who is unable to do work; they should lay down regulations that would govern the whole service. We have lately had stringent rules laid down by the Treasury Board with regard to leave of absence, and in pursuance of that I have drawn up a circular for transmission to various officers of the department, a copy of which I produce:

(Circular.)

POST OFFICE DEPARTMENT, CANADA,

OTTAWA, 14th December, 1891.

SIR,—I am directed to inform you that an Order in Council has been passed laying down stringent regulations as to the procedure to be followed in connection with applications for leave of absence other than the usual annual leave.

The terms of this order are as follows:—

“That in all cases in which application is made for leave of absence to any Government employee, whether on account of ill-health or otherwise, there be given for the

information of the Treasury Board the reason why such leave is asked for, whether the leave so asked for is an extension of former leave, and, if so, what previous leave had been granted, and whether the absence of such employee will necessitate the employment of additional assistance in order to carry on the work of the department, and generally such information as will enable the Treasury Board to determine whether the leave asked for should be given, and, if so, on what terms; and further, that in cases of ill-health, the following additional information be given, viz. :- The usual medical certificate, together with full particulars as to the nature and cause of the illness, and whether the same is due to neglect or to irregular habits on the part of the employee recommended to such leave."

You will be so good, therefore, as to see that in all applications for leave, or extension of leave of absence, which you may have occasion to send to the department, the several requirements of the above order are strictly complied with.

I am, Sir, etc.,

W. D. LESUEUR.

A man at a post office falls suddenly ill, and does not turn up at the office. The postmaster sends and finds that the man is really ill, but he cannot say positively whether he will be ready for duty to-morrow or next day. If it were known that he would be on duty to-morrow or even the next day the case would not be one to report at headquarters; but that is seldom known; and to issue a peremptory order that as soon as a man is not on duty, through illness, the fact must be reported at headquarters, and an Order in Council obtained before the man can get leave, would be to burden the service with a most cumbersome regulation. It seems to me that the Government might adopt a rule stating how long a man might be away on sick leave, every department being required to furnish monthly a list of all the persons absent otherwise than upon their annual leave, with a column for remarks, in which the head of the department should say whether he recommended that the absence should be considered as approved or not. In that way the Treasury Board would have a bird's eye view monthly of the whole service, and would see what proportion of the officials in the different departments were absent through sickness. By a simple requirement in the way of a return, I have raised the health record of the Toronto and Montreal offices considerably. I found that there was a great amount of sickness, and I instructed the postmasters to send me every day a list of the men absent through sickness or from any cause whatever. When the postmasters found that they had to state the cause of absence every day, necessitating communication with the man and reporting to the department, they began to look after their men more carefully, and to be more particular about allowing them to be absent. There is a column showing when the absence began, so that we now know at headquarters just who was absent at all the larger post offices, and the effect has been that the absence has been considerably reduced. But just now the absences are relatively very great, owing to the gripe.

5678. The absences have been less numerous since the adoption of this daily absence list?—Decidedly; in fact, the postmaster at Ottawa told me that his being required to make this return had a very good effect.

5679. It is to be presumed that previous to its adoption there was a certain amount of abuse?—There was a certain amount of laxity; that is to say, a man might be absent a week or ten days or a fortnight, and the postmaster contented himself with knowing that at the end of the month he could put the absence in his conduct return. Under that plan there were many more absences than there are now. My idea is that if the Government would lay down some regulations sufficiently stringent, without being too much so, with regard to leave in the departments, and every department were required to report monthly to the Treasury Board what amount of leave its employees had during the month, the average for all the departments would be seen, and the department with the fewest absences would set the standard for the others. That would save this continual passing of Orders in Council.

5680. Do you think the annual term of three weeks' leave of absence is sufficient?—It is sufficiently long with the other statutory holidays; if it were not for these I would certainly advocate four weeks.

5681. Do you think advisable a system of fines for small offences?—Yes, decidedly. That is an omission at present in the Civil Service Act. We get over it by stopping a man's pay. We frequently deduct a day's pay on account of misbehaviour; but strictly speaking, I am a little in doubt as to the legality of this.

5682. Do you think it advisable that an officer who has resigned should be reinstated only with the recommendation of the deputy head?—Most decidedly.

5683. You know that the Civil Service Act states that a man may be reinstated at his former salary?—That is, a man who has resigned. It does not say a man who has been dismissed.

5684. Do you think that a man who has resigned his position should pass some test of competency before being brought back to the service?—Not if he had passed a qualifying examination before.

5685. Suppose that after having gone out he found himself useless outside, or got into bad habits?—I think we ought at least to have as strong recommendations for him at that date as we require at the earlier date. The law seems to be against the reappointment of any man once dismissed; but it has happened sometimes that after a man had been dismissed new light has been thrown on the circumstances that led to his dismissal, and this new light may cause a much more favourable view to be taken of his conduct than was taken when he was dismissed. It seems to me that we should never make it impossible to show cause why a thing should be done, and I think there have been cases in which men who have been dismissed might with advantage to the service be restored to it.

5686. Very rare instances?—Very rare, I admit, but I would not have them ruled out simply for the convenience of having an absolutely uniform practice.

5687. Your department being a large department has several attendance books, which you look after?—Strictly speaking, I look after the ladies' attendance book only. When I became secretary the ladies were not signing any attendance book. They were exempted, for no reason that I could see; and as nearly all of them were in my branch, and as I found that they were not as punctual as was desirable, I got an attendance book and instructed them to sign it. After a time I suggested to the deputy whether the ladies in the accountant's office, over whom I had no control, should sign the same book. He approved of the suggestion, and in that way grew up the rather exceptional arrangement by which the ladies of all the branches of the main department signed my book.

5688. What do you do in the case of those who fail to sign or are late?—If they belong to me, I caution them for want of punctuality. If they belong to the accountant or another chief clerk, I leave them to him.

5689. You mention to the heads of the other branches that they are late?—They are supposed to know it. A man at the head of the branch ought to know when his clerks arrive. If he does not, it is a sign that he is not there himself.

5690. Have any persons found their way into the service of your branch who, either from defects existing at the time of their appointments or from advanced age or from bad habits, are now ineligible for retention in the service?—I do not know that I can say of anyone that he should not be retained. Of course, I have clerks of all grades of efficiency, and one or two are decidedly less efficient than the rest. I do not know that in any case it is due to age, although one or two are verging towards the limit or may be at the limit at which they could be superannuated. I do not know that age has been the cause of inefficiency in any case.

5691. Or bad habits?—I have no complaint to make of bad habits—nothing worth mentioning.

5692. Inefficiency in the cases you speak of is due to the natural character of the men?—Yes, want of capacity or interest or information, and failure to form good business habits.

5693. Generally speaking, from your long service in the department, have you any suggestions to make in regard to the imposition of checks upon the admission of ineligible candidates, and in regard to providing facilities for relieving the service of useless members?—With regard to the check upon the admission of ineligible candidates, I have already explained that in my opinion if there were proper responsibility attaching to recommendations we should have much less trouble than we have now; I think we should have very little trouble indeed. I suppose it is likely known to you that in the larger cities political patronage is now exercised in a way that is peculiarly liable to abuse—that is, the patronage has virtually passed out of the hands of the individual members who make the recommendations, and that they are only the channels for transmitting the recommendations of other parties, generally committees. If there is anything that is irresponsible it is a committee.

5694. That is, the offices are really used as subjects of barter in election?—It is more or less open to that construction. What happened in Northumberland seems to be happening to a certain extent in the larger cities, where there are committees which undertake to tell the member who should be appointed, and the member generally recommends the person nominated by the committee.

5695. Have you any reason to suppose that assessments are levied on the nominees?—I have no reason to suppose that there are.

5696. In every riding there are necessarily post offices?—Yes.

5697. You are necessarily brought more into communication with members than other departments?—Of course, a post office is never opened or a postmaster appointed except on the recommendation of a member of Parliament or other politician.

5698. In that class of appointments members do the best that can be done, because they possess the most information?—Yes, and they render a public service, because in most cases we have no other source of information.

5699. Is there any abuse, in your opinion, in connection with the opening or closing of post offices?—Political considerations may sometimes, though I think rarely, operate against the public good. For instance, it sometimes happens that a member will not recommend any one for an office because he cannot recommend a friend, and so an office which people want remains unestablished, or closed, when it might be established or re-established, as the case may be.

5700. Do you know anything about that part of your service relating to the conveyance of mails by stages?—That does not belong to me at present. It was constituted as a separate branch on the 1st of last July.

5701. Until then it was part of your branch?—Yes, but I was not in such close contact with it as with other parts of the work.

5702. But you know the system entirely?—Yes, I can give any information in regard to it.

5703. Are not some of these stage routes rather fantastic, running parallel to railways, or taking long devious routes where they might be shortened?—Very seldom, if known to the department. I doubt very much if politics are at all felt in the matter.

5704. How do these contracts originate? Who recommends that a stage route should be laid down?—A stage route is hardly ever laid down all of a piece: it grows. What we have to deal with originally is the establishment of a particular office, which is either on or off an established route. In the latter case we have to provide for the service by a side line. Nowadays it is not usual to lay out a large stage route. When we acquired the North-West we had to provide for the conveyance of mails from Winnipeg to Edmonton, 900 miles; but it is quite the exception for us to have to deal with a long route at once. The long routes are old established ones. There was a long route in Nova Scotia which ran all the way from Halifax to Sydney, but this has been replaced by railway service. There are others still in existence from Halifax to Bridgewater, and thence to Shelburne and Yarmouth. We have comparatively few long routes now, owing to the extension of the railway service.

5705. Do you generally enquire into the necessity for new post offices asked of you?—Oh, yes. When a post office is asked for we send to the inspector of the district

for all informations as to the locality. The inspector reports that the office will cost so much, that it will serve so many people and such an area, and that it will yield a revenue of \$10 or \$20 or \$50, as the case may be. Then we know what we shall have to pay the postmaster, and we have to balance the advantages and disadvantages. These cases are generally considered pretty fairly on their merits.

5706. You have an idea that the stage routes are usually short, and in the interest of the public service?—For the most part. Of course, members do interest themselves in those matters as well as in everything else, because their local interests are often affected.

5707. Do you think it is desirable for officials to sign the attendance book when leaving the department for any purpose?—I would rather not impose it in my own office. I do not think it would serve any good purpose. A man who looks well after his staff is able to control them without such restrictions. I am not disposed to trust to them very much either. I think a living supervision is superior to these mechanical restrictions, though when the staff is very large they may become necessary.

5708. What do you think of the office hours?—I think they are pretty much what they ought to be—from 9.30 to 4.

5709. Would you allow an hour for lunch in addition?—I would.

5710. And close the offices?—Oh, no; that would not be convenient in my branch, so I have arranged that the office shall never be left without three or four persons on duty at all times. The money order superintendent, on the contrary, prefers to have his office cleared out entirely during the lunch hour for purposes of ventilation, and for the sake of uniformity of coming and going.

5711. In your opinion is a Superannuation Act necessary in the interest of the public service?—I think it is. It is difficult enough to get rid of men who have become inefficient through age; but the difficulty would be increased if there were no Superannuation Act. It is a convenience for the service, but considered from the point of view of the private citizen some objections might be raised to it.

5712. Would you restrict its operations to certain classes in the public service, or would you make it as general as it is now?—I never thought of any restriction as desirable. It ought to apply only to permanent employees, and to those who, during a certain term of years, have contributed to the fund.

5713. All employees in the Post Office Department, whether railway mail clerks or letter carriers, are permanent officials paid by the year?—Yes.

5714. Are you aware that in England that is not the case, but they are paid by the week, and liable to be dismissed at any time?—I was not aware of it. The letter carrier service is very popular. We can get plenty of letter carriers at the present rate of pay.

5715. Is there any report as to the efficiency of the letter carriers when they get annual increments?—They are like the others; they have to be reported upon before a statutory increase is granted. In every case the report must state that the increase will be in the public interest, and unless the postmaster signs that it will not be granted.

5716. Do you consider persons doing manual labour, like letter carriers and mail clerks, should be paid annual salaries like persons doing fixed office work?—I see no reason why letter carriers and mail clerks should not be paid annual salaries, as their work is regular all the year around. We have labourers in connection with post offices who do not receive annual salaries.

5717. You have very few of these?—Very few.

5718. As a rule, your men are paid by the year?—Yes.

5719. And thereby become a charge on the Superannuation Fund?—If they were excluded I do not see what advantage would be gained.

5720. You know that guards in the penitentiaries, for instance, get a gratuity of a month's salary for each year's service. Do you not think it would be better to have a smaller number of permanent employees and pay them a gratuity on retirement, instead of having a large number of permanently employed at fixed salaries and pay them annuities after they leave the service?—I have not given sufficient thought to that point to make my opinion of much value. I will think over it, however.

5721. Have you any opinion as to adopting a system of insurance in connection with superannuation?—I disapprove of it entirely.

5722. In cases of dismissal or resignation, do you think the abatement should be refunded?—I do not think a man has any special claim to a rebate in either case.

5723. City postmasters and post office inspectors are political appointments?—Yes.

5724. Do you think these prizes in your department should be open to the members of the service?—I should much prefer to see it. I was very sorry when the law was amended removing post office inspectors from the operations of the Act. I think it is working, and will work, detrimentally to the service.

5725. Do you think both city postmasterships and post office inspectorships should be open to members of your department?—On the whole it would be better.

5726. Do you think it would be advisable occasionally to shift men from inside service to the outside?—It is done from time to time. I think it should be done only for cause, and for public cause.

5727. Do you think it advisable in the interests of the public service?—Sometimes it is, and sometimes it is advisable to strengthen the service at headquarters by bringing in a man who has proved his efficiency outside.

5728. Do you think it advisable to strengthen the service outside by sending an efficient clerk to take charge of a post office?—I think so, decidedly.

5729. You are aware that in England a man was sent from St. Martin's le Grand to take charge of the Birmingham post office?—I believe so.

5730. Do you think it would be advisable to adopt that system here?—I think it would work well.

5731. Have you any other remarks or suggestions to make to the commission?—If I had any general remark to make it would be that the service suffers to a large extent from lack of intelligence. If any means could be devised for infusing more intelligence into those who direct the service many economies might be effected.

5732. To what do you attribute the want of intelligence in the service? Is it the manner of making nominations?—I do not know to what to attribute it. I am thinking, not of the junior clerks—but, to tell the honest truth, I am thinking of people higher up in the service. There is a great lack of uniformity in the methods followed in the different departments, and it seems to me that if a commission were to go around the different departments it might discover something here and there that could with advantage be initiated elsewhere, and it might recommend the compulsory adoption of the same method everywhere. If Mr. Abbott could carry out his idea of an inspector of the service, the duties of such an officer might consist in visiting the departments with sufficient frequency, staying long enough to become familiar with the methods of each, comparing department with department, and discovering the best methods of doing business. He could then see where things were being done on common sense methods or in too primitive or foolish a way, where the end was not being attained as well as it might be, and he could point out defects and suggest remedies. I believe that if a really competent officer could be obtained for that position he would succeed in a couple of years in effecting a very great improvement in the methods of the departments. I have had frequent opportunities myself to notice a simple lack of intelligence in the way in which business is attended to and things done in the various branches of the service. It seems in some cases as if a person, when a case is brought before him, could not ask, or did not feel responsible for asking, the necessary questions to push it to a proper conclusion.

5733. What qualifications do you think such an officer would require?—I think he should, if possible, be taken from the service, in order that, to start with, he might be familiar with existing official methods. Of course he ought to be a person of education, somewhat versed in accounts, and his acquaintance with good business methods ought in some way to be proved. I think it is very important that he should have good ideas as to how to conduct official correspondence. At present official correspondence is done in all kinds of ways. I have sometimes been surprised at the things which people in high positions will put their names to; matters are left unexplained and incomplete.

You receive a letter which requires you immediately to write another to ascertain what it means. I know that by speaking in this way I leave myself open to criticism. I would be very willing, however, to submit to the Commission or to any other competent persons the correspondence carried on in my office, and let them judge how it is done. My idea is that a letter ought to be to some extent as clear as a brief; every essential fact ought to be there for purposes of record, and in order that the thing may be perfectly understood without drawing on the logical faculties for inferences, or on the imagination for conjectures. There is room for the application of scientific principles to Government work as to everything, and we want these principles applied to a much greater extent than they are at present.

POST OFFICE DEPARTMENT.

Secretary's Office.

Name.	—	Salary.
<i>(4) First Class Clerks.</i>		
J. Plunkett.....	Stamp branch.....	1,800
C. Falconer.....	Principal correspondence.....	1,600
A. W. Throop.....	do.....	1,550
G. H. Hargrave.....	do.....	1,500
<i>(9) Second Class Clerks.</i>		
H. G. Dunlevie.....	Stamp branch.....	1,400
C. J. Higgins.....	do.....	1,400
J. M. O'Leary.....	Principal correspondence.....	1,400
E. P. Stanton.....	do.....	1,400
C. Pope.....	do.....	1,300
F. G. Moon.....	do.....	1,300
E. Daubney.....	Stamp branch.....	1,250
J. H. Brown.....	Principal correspondence.....	1,250
B. M. Northrop.....	do.....	1,200
<i>(19) Third Class Clerks.</i>		
D. A. C. Macdonald.....	Stamp branch.....	1,000
P. B. Powell.....	do.....	800
A. Lampman.....	Principal correspondence.....	850
E. L. Taylor.....	Stamp branch.....	800
E. Bunel.....	Principal correspondence.....	800
W. Alford.....	Stamp branch.....	800
K. Merrick (Miss).....	Principal correspondence.....	700
L. Robinson (Miss).....	do.....	700
J. Seymour (Miss).....	do.....	700
F. C. Anderson.....	do.....	700
G. H. Parish.....	Stamp branch.....	700
P. D. Bentley.....	do.....	600
K. T. Waddell.....	Principal correspondence.....	650
H. S. Stewart (Miss).....	do.....	600
W. J. Beatty.....	do.....	500
E. Taché (Miss).....	do.....	450
M. T. Duhamel (Miss).....	do.....	600
M. J. Finn.....	Stamp branch.....	650
E. Holmes (Miss).....	Principal correspondence.....	400
<i>(3) Messengers.</i>		
M. Bennett.....	Principal correspondence.....	500
J. Todd.....	do.....	500
D. Courtney.....	do.....	500
<i>(4) Packers.</i>		
S. Greenfield.....	Principal correspondence.....	500
T. A. Caffaratti.....	Stamp branch.....	500
J. Bradley.....	do.....	500
W. H. Pearce.....	do.....	480
<i>(2) Temporary Clerks.</i>		
B. M. Munro (Miss).....	Principal correspondence.....	400
L. Merrick (Miss).....	do.....	400
<i>(2) Temporary Messengers.</i>		
D. Courtney.....	Principal correspondence.....	300
T. Chandler.....	do.....	400
<i>(1) Temporary Packer.</i>		
G. T. Sagala.....	Stamp branch.....	300

OTTAWA, 28th January, 1892.

Monthly Return of the conduct and service of the Clerks and other persons employed in the Secretary's Office of the Post Office Department during the Month of December, 1891.

Name.	Rank or Class.	In what Duty Employed during the Month.	Whether absent from Duty during the Month, and if so, for how long and for what cause.
<i>Correspondence and Establishment.</i>			
C. Falconer.	1st Class Clerk.	In charge of principal correspondence.	Not absent.
A. W. Throop.	do.	In charge of missing letter records and of certain branches of correspondence.	do
G. H. Hargrave.	do.	Establishment of new post offices.	25th on leave.
J. M. O'Leary.	2nd Class Clerk.	Endorsing general letters and assists in correspondence.	Not absent.
E. P. Stanton.	do.	Shorthand writer to Deputy Postmaster General.	do
C. Pope.	do.	Appointments to vacant postmasterships.	do
F. G. Moon.	do.	Register of Post Office Inspectors' reports and assists in correspondence.	1st to 7th ill.
J. H. Brown.	do.	Appointments to staff of the Department.	29th to 31st on leave.
B. M. Northrop.	do.	In charge of bonds and enumeration returns.	Not absent.
A. Lampman.	3rd Class Clerk.	Correspondence.	do
E. Bunel.	do.	Assists Mr. Brown.	12th to 14th on leave.
K. Merrick, Miss.	do.	In charge of vacancy papers pending new appointments and correspondence connected therewith.	Not absent.
L. Robinson, Miss.	do.	Copying and enumeration returns.	do
J. Seymour, Miss.	do.	Copying and endorsing.	26th ill.
F. C. Anderson.	do.	Assisting Mr. Throop.	14th to 19th on leave.
K. T. Waddell, Miss.	do.	Register of general letters and assists in correspondence.	26th on leave.
H. S. Stewart, Miss.	do.	Assists Mr. Brown.	17th and 18th ill.
W. J. Beatty.	do.	Assists with missing letter enquiries.	Not absent.
E. Taché, Miss.	do.	Copying, indexing, assisting Mr. Throop.	2nd and 3rd ill.
M. T. Duhamel, Miss.	do.	Press copying and despatch of correspondence.	Not absent.
E. Holmes, Miss.	do.	Postmasters' bonds.	7th ill.
M. Bennett.	Messenger.	Chief messenger.	
J. Dodd.	do.	Messenger.	
D. Courtney.	do.	do.	
S. Greenfield.	Packer.	In charge of store room.	
<i>Persons Employed Temporarily.</i>			
B. M. Munro, Miss.	Temporary Clerk.	Assists Mr. Brown and enters letter carriers' delivery return.	Not absent.
L. Merrick, Miss.	do.	Enumeration returns.	do
D. Courtney.	Temp. Messenger.	Messenger.	
T. Chandler.	do.	do.	
<i>Stamp Branch.</i>			
J. Plunkett.	1st Class Clerk.	Superintending all the work of the Stamp Branch.	14th ill.
H. G. Dunlevie.	2nd Class Clerk.	Assists in general work.	Not absent.
C. J. Higgins.	do.	Stamp licenses.	do
E. Daubney.	do.	Compilation of stamps issued and ordered correspondence.	do
D. A. C. Macdonald.	3rd Class Clerk.	Keeping register of stamps issued (3rd and 4th Dona.)	28th to 31st on leave.
E. L. Taylor.	do.	do.	10th to 23rd on leave.
W. Alford.	do.	do.	Not absent.
G. H. Parish.	do.	do.	do
P. D. Bentley.	do.	do.	do
M. J. Finn.	do.	do.	do

Monthly Return of the conduct and service of the Clerks and other persons employed in the Secretary's Office of the Post Office Department during the Month of December, 1891.

Name.	Rank of Class.	In what Duty Employed during the Month.	Whether absent from Duty during the Month, and if so, for how long and for what cause.
<i>Stamp Branch—Concluded.</i>			
P. B. Powell.....	3rd Class Clerk ...	Miscellaneous ..	21st ill.
T. A. Caffarati.....	Packer ..	Packing ..	
J. Bradley.....	do ..	do ..	
W. H. Pearce.....	do ..	do ..	
<i>Persons Employed Temporarily.</i>			
G. T. Sagala.....	Temporary Packer	Packing ..	

W. D. LESUEUR,
Secretary.

OTTAWA, 2nd January, 1892.

TO THE MEMBERS OF THE CIVIL SERVICE COMMISSION.

GENTLEMEN,—I am much obliged to you for the permission you have granted me to make a full and free statement to you of my views on the general subject of Civil Service Reform. Approaching as I now am the termination of my thirty-sixth year of continuous service under the Government of Canada, I feel not only that my long experience should enable me to speak with some measure of confidence on certain questions connected with that subject, but that I might properly be expected to take the present opportunity of contributing whatever I can in the way of information or suggestion towards the accomplishment of the object which the Government have in view of improving the organization, increasing the efficiency, and raising the character of the Canadian Civil Service. Assuming that these ends are earnestly desired, both by the Government and by the public at large, I shall offer no apology for any freedom that may characterize the remarks I am about to make.

There are two main influences which tend to mar the efficiency of the Civil Service in any country like ours, and these are officialism and politics. The only good that either ever does is more or less to antagonize the other. Officialism acts sometimes as a bar to the intrusion of politics, and politics sometimes succeed in shaking officialism out of its ruts. What we want as a substitute for both is an honest application of business methods to the service. By officialism I mean the spirit of routine, the spirit that barely distinguishes between the useful and the useless where Government work is concerned, that magnifies the administrative machine and makes little comparatively of the public ends it is supposed to serve, that looks upon all changes as dangerous or at least troublesome and always prefers an abuse to an innovation. Politics I need not define: we have it with us always, and we know what it means. The present question is, how does the intrusion of politics affect the public service. It affects it in many ways:

1. By crowding it with unnecessary hands.
2. By introducing into it, at times, inefficient or otherwise unsuitable persons.
3. By interfering with the due course of promotion.
4. By interfering with the exercise of necessary discipline.

By interfering with the due course of departmental procedure.

These are the primary evils of some of them. The secondary (in the sense of derivative) evils are to be found in the moral effects upon the service at large of these attacks, if I may so call them, upon the integrity of its organization and methods. How can industry be enforced in an overcrowded office? How can a proper standard of work be maintained where some are markedly inefficient? How can the moral of the service be kept at a high point if justice is trifled with? How can an officer who is not supposed to be a political partizan enjoy the highest measure of self-respect if he is compelled, or thinks himself compelled, to act as a partizan? And what is likely to be the effect upon a deputy head or the head of a branch of being called upon to sign certificates which he cannot sign in good faith, and what is likely to be the effect upon the rank and file of knowing that such things are done even though only occasionally? The work of the country goes on, but these things do not help it; and it does not go on as it would do if these things were absent.

We are supposed to have in this country the English system of a permanent Civil Service. We are not supposed to be partizans like the higher officers in the American Civil Service, who come in with an administration and go out with it. We are not supposed to do political work during office hours. Strictly speaking there is, or should be, only one politician in every department—the Minister—unless his Private Secretary might be allowed to count for a second. The deputy head of a department is not supposed to be a political officer, and it seems to be an unjust and almost cruel thing to insist on making him one. His functions—if my 36 years' experience has enabled me to understand the matter aright—is to furnish his Minister with full and accurate information upon all departmental questions which the Minister may be called on to decide, and to advise the Minister in the public interest. His function is not to suggest to the Minister ways and means of turning this or that contingency to political account, nor to cover with his recommendation things which are advisable solely in a political sense. His function is to protect his Minister from error as far as he possibly can; and, if at any moment the Minister wishes to go counter to his advice, to step aside and let the thing be done on the authority of the Minister, not on his own. If anything out of the usual course is to be done for the sake of political advantage, the Minister, who reaps the advantage, should bear the responsibility, not the deputy who has no interest in the matter one way or another.

The remedy commonly proposed for the abuses above referred to is the adoption of the English system of competitive examinations, but manifestly that system would not touch the particular evil last described. Appointments to the service might be made in the most irreproachable way, and political pressure might still be exercised on the higher officers of the several departments, particularly on the deputy heads. What, therefore, I seem to see clearly is that, if the Government and if Parliament wish to render impossible for the future such abuses as have confessedly existed in the past, and as, it is understood, gave occasion for the issue of the Commission under which you are acting, nothing is so important as to establish, confirm and secure by every possible means the independent and non-political character of the deputy heads. As I have hinted, this will not prevent Ministers taking responsibility upon themselves if they wish; it will only prevent their putting forward their deputies as authority for courses which they themselves virtually dictated.

With regard to the system of competitive examinations, I am not, as my evidence before you shows, much in favour of it. We get a great many good men in the service as it is, and for my part I should be quite content to receive as now nominations from politicians, provided only such nominations were made under proper conditions of publicity and responsibility. The Civil Service is the public service, it is not the service of a party; and the public have a right to know both who enter their service and on whose recommendation they get in. Proper publicity is the direct remedy for many ills. If we want to get rid of abuses we must put an end to hocus-pocus and all kind of hole-and-corner work. Such work should have no place in the public service of a free country. In my evidence will be found further remarks on the subject of competitive sys-

tem. It seems to me that the people have a better chance under the present system, or at least that they would have, if it were properly worked. A politician will naturally wish to make popular recommendations; and taking his nominees here and there among his constituents he will give us a better average sample of the community that we should get if we chose only the bright particular stars of the examination room. We want everyday people in the service, provided only they can come up to certain requirements in respect to education, character and health; and by choosing nominees here and there and holding out a prospect of appointment conditioned on the passing of the required examination, a politician, in addition to whatever other useful things he may do, may aid in the cause of popular education.

Under the present Civil Service law, before the Civil Service Examiners can admit a candidate to examination, they must be furnished with certificates of health and character. The law does not, however, prescribe the form of these certificates, nor provide any penalties for giving them falsely or on insufficient knowledge. These points, I think, might well be considered when the Act is next revised.

In regard to first appointments, I have in my evidence taken up a very decided position. The service should grow only as the work to be done expands, and additional assistance should be granted only when demanded from within and conclusively shown to be necessary. The demand should come, as I have pointed out, from the chief clerk in charge of a certain branch of the department, and he should be obliged to discuss the matter with the deputy head, whose duty it would be to demand rigorous proof that the extra assistance was really required. Then the application should come before the Minister, who should in turn call upon the deputy to explain why additional help was required. At present unnecessary clerks are sometimes forced upon reluctant heads of branches. Strictly speaking, this should not be so, even under the present law, which says that, when additional assistance becomes necessary the deputy head shall so inform the head of the department. What really happens is that the head of the department informs the deputy that he wants to appoint somebody and the deputy provides a certificate that that somebody is wanted. My contention is that there should be no movement to make a new appointment till a demand has been made by the chief clerk who actually needs the services of the new clerk. Of course no more clerks can be appointed than have been estimated for, or than can be paid as temporaries out of the contingencies of the department; but how are the estimates framed? Should there not be some positive evidence furnished to the Treasury Board that the estimates are framed with as much economy as is consistent with efficiency.

In regard to promotion there is only this to be said that they should be governed exclusively by departmental considerations. When the private friends of an employee make interest with a Minister, and either force the promotion of a man who would not be promoted on his own merits or disturb the due order of promotion of different clerks, the effect on the service is bad. The man promoted by pressure feels himself independent to some extent of ordinary departmental rules, and the men who have been passed over in order that some favoured individual may go up higher feel aggrieved and discouraged.

The proper organization of a department implies the proper apportionment of work and responsibility among the staff according to the relative standing of each individual. A department is not properly organized when a chief clerk is doing the duty of a subordinate, or a subordinate the duty of a chief clerk; or when clerks of any grade are doing work of a different grade. A department is not well organized when there is uncertainty as to the division of responsibility. A department is not well organized when the discipline is lax or variable. The present Civil Service bill contemplates (see section 6) a reclassification of the service from time to time, and this should certainly be carried out not less frequently than once in five years.

One drawback to the efficiency of the service is that men who have arrived at the maximum of their class, and who do not see much if any prospect of promotion to a higher class, sometimes lose any zeal and energy they ever possessed. This happens more frequently at the maximum of the second than of the third or first, and the lesson

to be drawn is that we should be careful how we admit men into the second class. It should only be done on the ground—apart from his having passed the required promotion examination—that he has shown a distinct aptitude for higher work and has otherwise displayed qualities which promise to make him useful in a higher position. To meet the case of deterioration through lack of interest, it might well be provided that a clerk who, being at the maximum of his class does not maintain himself at a satisfactory level of efficiency shall have his salary reduced \$50 a year until he again begins to show that he appreciates the duties of his position.

At present it sometimes happens that the senior man in a class fails to qualify himself for promotion while junior men in the same class have qualified. In ordinary cases the man thus delaying to qualify runs a risk of being passed over, and often such men have been passed over. Cases have not been unknown, however, in which the filling of a vacancy in a higher class has been postponed to enable some dilatory man to qualify, though qualified men were at the time available. I would propose that a man should lose his seniority in his class if he fails to qualify at the same time as a man junior to him, and if he again fails at the following annual examination. That is to say I would not rank the junior man over the senior as soon as the former has passed an examination which the latter did not pass, perhaps did not try to pass; but if at the next annual examination the senior also failed to qualify, then I would place the qualified junior over him in the class, and consider him entitled to earlier promotion. A provision of this kind would, I am persuaded, put a good many employees more on the *qui vive* than they are at present.

It was a matter of regret to me when a bill was passed four or five years ago exempting all who had entered the service before 1882 from the necessity of passing any educational examination as a condition of promotion. The object professedly aimed at was to relieve elderly men from an obligation which would naturally weigh more heavily on them than on younger men whose knowledge acquired at school would be somewhat fresher in their recollection. But if this was the object aimed at, the bill need not have been drawn in such comprehensive terms. It might have provided, say, that no man over forty-five years of age who had been in the service before 1882 (date of passing Civil Service Bill) would be required to pass an educational test for promotion, but in point of fact it exempted not only such men but also every youngster who had entered the service prior to 1882, from ever having to show in an examination educational fitness for any higher position to which he might aspire; while the youngsters (and others) who entered after 1882, are compelled to demonstrate such fitness at every promotion examination. If the pre-1882 youngsters only knew it, the Bill which they perhaps hailed with satisfaction was anything but a blessing, seeing that it deprives them of what would have proved a valuable stimulus to intellectual activity, and throws that particular advantage on the side of their juniors. I am strongly inclined to think that an educational test in connection with promotion is one of the most valuable means of keeping up the efficiency of the service. Those in the service who remember the few years that elapsed before the original provisions of the Bill were interfered with in the manner I have mentioned, will recall the intellectual stir that was caused by the introduction of the new requirements for promotion. Nothing excessive was required in the way of an educational test; but enough was required to produce a decided intellectual result. My hope is that before long we may get back on the old ground, with perhaps a proviso for the case of the older employees—say men who had already had ten years of service in 1882.

Before leaving this point, I may observe that the amendment to which I am objecting exempts from scholastic tests, precisely those whose educational fitness had not been shown—they having entered the service before examinations were required—and imposes them on those whose educational fitness *had* been shown by the fact of their having passed the entrance examination prescribed by the Civil Service Act.

I ventured in my evidence to remark on a lack of intelligence discernible in some of the higher walks of the service, as evidenced by a certain want of method in official correspondence, a want of thoroughness in official enquiries and in a general way a want

of adaptation of means to ends. I am not disposed to blame this entirely on the intrusion of politics, but I do think that it may in part be attributed to that cause. What is the use of being logical, if your logic is liable to be stranded at any moment on the rock of some political interest? A public servant should not be required to navigate political shallows, or take political soundings: his business one would suppose, should be to steer a simple course in the safe waters of public duty. If he were quite free to do so, a higher standard, I imagine, of intelligence and efficiency would be set for him than is set now, for he would then be judged solely by the degree of knowledge and skill which he displayed in the performance of his legitimate duties. A high official some years ago, spoke to me in terms of the warmest admiration of his Minister who, he said, always supported the department as against the public. This, however, I submit is not the way to promote official intelligence. I prefer to think of a Minister, not as making a kind of defensive alliance with his officials, but as making himself at all times, the representative and advocate of the public, and causing every man under him to feel that he is, in no ignoble sense, but in a distinctly noble sense, the servant of the public. The problems of administration are many and complex. The Civil Service, in fact, is a profession in which a high measure of ability can be very usefully employed; but an able man, if he has character as well as ability, is discouraged when he finds that his talents are demanded for ends other than the public good. I said some time ago that the lack of intelligence in the public service could not be wholly charged on politics; but I feel now like recalling that, for, on reflection, I cannot discern any other specific cause that tends to depress the level of intelligence in the departments. Without that disturbing influence there would still be defects of intelligence, for human nature is not perfect intellectually any more than morally; but the weakness of human nature is not a specific cause—it is a general one, to be assumed in all discussions.

It has been my not altogether pleasant duty in making the above statement to dwell on the defects in our administrative system and not upon merits. But it was to arrive at defects and their causes and possible remedies that your investigations have been undertaken; and you will not draw the inference that because, in furtherance of your object I have spoken of these, I could not have said much on the merits of our service as a whole. No man appreciates more than I do the faithful work that is done by hundreds of good men, or the earnest desire that animates the great majority of my colleagues to promote the public interest. I see men around me in various positions striving to economise the public money, to render the public efficient and satisfactory service, to discharge every duty that is laid upon them promptly and well. I could bear testimony also to the soundness of the general principles of departmental administration, for the cases in which there is any deflection from the straight path of departmental procedure, are, after all, exceptional. Any one who imagined that political exigencies always dominate departmental action would err more seriously by far than he who imagined that they never did. My practical suggestions are:—

1. A better method of making first appointments, as partly outlined above, and also in my evidence.
2. Greater strictness in matter of promotion.
3. Some special provisions for lowering salaries as for raising them.
4. The adoption of some provision for securing greater independence on the part of deputy heads.
5. The furnishing to Parliament annually of certain information not now furnished as to new appointments, and the recommendations on which they were made, and as to the amount of leave of absence granted throughout the year.
6. Making chief clerks jointly responsible with the deputies for the framing of estimates, so far as their several branches are concerned.

These are the principal points, but I have appended hereto a number of suggestions which I take the liberty to make for the amendment of the Civil Service Act. Of these I can only say that they commend themselves to my private judgment.

The above communication is made to you, Gentlemen, as being in the confidence of the Government. It will not in any way be made public by me ; and it therefore rests with you to give it such publicity as you may deem expedient, or to deal with it otherwise in your discretion.

I am, Gentlemen,

Very faithfully yours,

(Signed,)

W. D. LeSUEUR.

OTTAWA, 4th February, 1892.

SUGGESTED AMENDMENTS TO CIVIL SERVICE ACT.

17. *Present Law.*—A first class clerkship shall only be created by Order in Council, passed on the report of the deputy head, concurred in by the head of the department, setting forth the reasons for creating the office, and after the salary has been voted by Parliament.

17. *Suggested change.*—A first, second or third class clerkship, or a temporary clerkship, or any office permanent or temporary lower than a clerkship, shall only be created by Order in Council, passed upon a recommendation of the head of the department, specifying the branch, division or office of the department for which the new appointment is required, and transmitting a report made by the chief clerk in charge thereof to the deputy and concurred in by him, setting forth in detail the circumstances which, in his opinion, render such appointment necessary and the nature of the duties to be attached thereto—provided always that if the appointment should be one not connected with any particular branch of the department nor falling under any supervision save that of the deputy, that fact may be stated in the recommendation of the head of the department ; and a report made by the deputy to the head of the department and concurred in by him may in such a case replace the report made in ordinary cases by a chief clerk.

19. A second class clerkship shall only be created by Order in Council, passed on the report of the deputy head, concurred in by the head of the department, setting forth the reasons for creating the office, and after the salary has been voted by Parliament.

19. Same as 20.

20. The minimum salary of a second clerk shall be \$1,100 per annum with an annual increase of \$50 up to a maximum of \$1,400.

20. Same as 22.

21. A third class clerkship, or the office of a messenger, a packer or a sorter, shall be created by Order in Council passed on the report of the deputy head, concurred in by the head of the department, setting forth the reasons for creating the office, and after the salary has been voted by Parliament.

21. Same as 23 with word "copyist" inserted before "messenger."

22. The minimum salary of a third class clerk shall be \$400 per annum, with an annual increase of \$50 up to a maximum of \$1,000.

23. The minimum salary of a messenger, packer or sorter shall be \$300 per annum, with an annual increase of \$30 up to a maximum of \$500.

29. Except as herein otherwise provided, no appointment shall be made to either division of the Civil Service unless the person appointed has passed an examination, which shall be of two kinds. The first or "preliminary" examination to qualify for the following appointments : Messengers in either division, porters, sorters, packers, letter carriers, mail transfer agents, box collectors, tide waiters, assistant inspectors of weights and measures, temporary copyists, and for such other officers in the lower grades as is determined by the Governor in Council. The second or qualifying examination to qualify for the following appointments : third class clerkships in the first division ; third class clerkships and the offices of landing waiters and lockers, in the second division for Customs service ; third class clerkships and the office of exciseman, in the second division for Inland Revenue service ; third class clerkships, railway and marine mail clerk

ships, and the offices in the second division for post office service. But nothing in this section shall be construed to prevent candidates passing both examinations, at their option.

29. Omit word "temporary" before "copyist." This would enable the Government to appoint permanent copyists, and increase their salaries up to \$500, thus introducing what might be a useful class.

30. No person shall be admitted either to the preliminary or qualifying examination until he has satisfied the Board (a.) That at the time appointed for such examination he will, if the examination is for a place below that of a third class clerk, be of the full age of fifteen years, and in other cases be of the full age of eighteen years, and if for the inside departmental division, that his age shall not then be more than thirty-five years; (b.) That he is free from any physical defect or disease which would be likely to interfere with the proper discharge of his duties; (c.) That his character is such as qualify him for employment in the service.

30. Insert after "fifteen years" the words "and not over forty-five," and change "eighteen" to "sixteen," and "thirty-five" to "twenty-five." Also insert proviso that no one who has joined the lower grade at any age over twenty shall be eligible for admission to the higher service.

35. Whenever it becomes necessary to make any appointment to any of the classes to which it is herein provided that first appointments shall only be made after qualifying examination, such necessity shall be reported to the head of the department by his deputy, and upon such report being approved by the head of the department, and after the salary to be paid has been voted by Parliament, the head of the department shall select and submit to the Governor in Council for probation, from the list of qualified candidates made by the Board, a person fitted for the vacant place.

2. The person so selected shall not receive a permanent appointment until he has served a probationary term of at least six months.

3. The head of the department or the deputy head may, at any time during the period of probation, reject any clerk or employee appointed to his department.

35. Whenever it becomes necessary to make a new appointment to any position to which it is herein provided that first appointments shall only be made after qualifying examinations, the head of the department shall select from the published list of candidates a person who he thinks would be suitable for the position and shall submit his name to the Governor in Council on probation.

a. The probationary period may extend over a year, or the appointment may be made permanent at any time after the expiration of six months, provided the person selected shall have given entire satisfaction in the performance of his duties. In recommending to the Governor in Council the confirmation of any probationary appointment the head of the department shall state the result of these enquiries as to the character and health of the individual as provided in clause c.

b. Should the conduct of a person appointed on probation be unsatisfactory his employment may be terminated at any moment on the report of the head of the department to the Governor in Council.

c. Previous to or immediately after the appointment of any person on probation, the head of the department shall obtain from the Board of Examiners copies of the certificates of health and character given on his behalf, and shall enquire whether these continue to be valid and are of sufficient weight to justify—other considerations being complied with—the appointment of the individual to the public service; and the names of all persons recommending any one for appointment to the Civil Service shall be of permanent record in the department to which the person so recommended is appointed.

d. As soon as possible after the commencement of each calendar year the head of each department shall furnish to the Secretary of State a list giving the names of all persons appointed to his department during the previous year with their positions and salaries, and the names of the persons whose recommendations he had accepted in behalf of each; and the Secretary of State shall cause these lists to be printed and laid before Parliament at its first ensuing session.

36. No probationary clerk shall remain in the department more than one year, unless, at or before the end of that time the deputy head signifies to the head of the department in writing that the clerk is considered by him competent for the duties of the department.

2. If he is rejected, the head of the department shall report to the Governor in Council the reasons for rejecting him, and another clerk shall thereupon be selected in like manner in his stead; and the head of the department shall decide whether the name of the person rejected shall be struck off the list as unfit for the service generally, or whether he shall be allowed another trial.

32. 2. Add: In the latter case the second period of probation shall not begin until at least six months after the termination of the first period.

37. 2. City postmasters and post office inspectors; inspectors, collectors and preventive officers in the Customs Department; inspectors of weights and measures; and deputy collectors and preventive officers in the Inland Revenue Department; may be appointed without examination and without reference to the rules for promotion herein prescribed.

37. 2. Strike out all the officers mentioned, except city postmasters and collectors of Customs.

38. If a vacancy, &c.

38. Insert by whom report should be made.

45 and 46. Insert a new section between these to following effect; should any person junior to another in a given class in either division of the service qualify himself for promotion by passing the examination, and should a person senior to him allow the examination at which the junior qualified and also that of the following year to pass without qualifying, then their relative seniorities shall be exchanged, and the junior shall stand first for any subsequent promotion.

28. No salaries shall be paid to any member of the Civil Service whose appointment or promotion, or whose increase of salary after the first day of July, one thousand eight hundred and eighty-two, has not been made in the manner provided by the Civil Service Act in force at the time of such appointment, promotion or increase.

28. Every head of a department shall have power to punish misconduct on the part of any officer, clerk or other employee by means of pecuniary penalties not exceeding one month's pay without suspension from duty, or to suspend from duty and pay for any period not exceeding two months; but penalties more severe can only be imposed by authority of an Order in Council.

46. An exchange of positions between two officers serving in different departments, or in different divisions of the same department, and the filling of a vacancy in one department by a transfer from another division of the same department or from another department, may be authorized by the Governor in Council to be made without examination of either officer; but such exchange or transfer shall be made without increase of salary of either of the persons exchanging or transferred; and no person shall be transferred from an outside to an inside division, whose age at the time of his first appointment exceeded thirty-five years.

46. Add: The seniority of persons in the department or division to which the transfer is made shall not be injuriously affected thereby, unless it has been reported to the Governor in Council that the transfer has been made to meet an emergency in the public service, in which case the person transferred shall retain and enjoy his full seniority according to service.

47. When, from a temporary pressure of work or from any other cause, the assistance of temporary clerks becomes necessary in any branch of the first or second division, the head of the department may—if he is satisfied that such necessity exists—on the requisition of the deputy head of the department, select from the list of qualified candidates, for whom no vacancies have, up to that time, been found, such number of temporary clerks as are required, or, if the list does not furnish such a person, may employ any other person qualified for the service in question; but such other person

shall not be continued in such temporary employment after the period in which a preliminary or qualifying examination is held, unless he presents himself for examination and obtains a certificate of having passed the necessary examination.

47. For the words "or if the list does not furnish such a person," substitute "or if the list of qualified candidates has been exhausted."

After the word "required," in the eighth line, add "whose appointments, however, shall only be made under the conditions specified in section 17."

49. The head of a department, and in his absence the deputy head of such department, may grant to each officer, chief clerk, clerk or other employee, leave of absence for purposes of recreation for a period not exceeding three weeks in each year; and every officer, clerk or employee, whether in the first or second division, shall take the leave granted at such time during each year as the head or deputy head of the department determines.

2. In case of illness, or for any other reason which to him seems sufficient, the Governor in Council may grant to any officer, chief clerk, clerk or other employee, leave of absence for a period not exceeding twelve months.

49. (a) The head of the department may on being informed of the illness or physical incapacity from any cause not involving personal misconduct, of any employee in the department, grant sick leave for a period not exceeding one week with or without a medical certificate as he may judge expedient, or for any period not exceeding two months if a medical certificate has been furnished, showing leave of that extent to be necessary for the restoration of the employee's health; but any leave of greater duration can only be granted by Order in Council.

b. Leave of absence may be granted to any officer or other permanent employee by Order in Council on account of illness or other sufficient cause, for any period not exceeding twelve months.

c. The head of each department shall furnish annually to the Secretary of State, at the commencement of each calendar year a certified return of all leave of absence granted during the previous year, to employees of his department in excess of the regular annual leave, omitting however, cases in which such extra leave did not within the year exceed six working days, and the Secretary of State shall cause these returns to be printed and laid before Parliament at its next ensuing session. Such returns shall show: 1. The name of the employee; 2. The rank and position of the employee; 3. The date and extent of the leave; 4. The cause for which leave was granted.

50. The head of a department, and in his absence the deputy head of such department, may (a.) suspend from the performance of his duty or from the receipt of his salary any officer or employee guilty of misconduct or negligence in the performance of his duties; (b.) remove such suspension; but no person shall receive any salary or pay for the time during which he was under suspension.

50. Add to clause b.: "unless it should be ascertained that he was not guilty of the fault imputed to him, and the imputation of which was the ground for his suspension."

60. The provisions of the Civil Service Act, so far as they render promotion of the Civil Service contingent in any degree upon examination as provided in the said act, shall not apply to any civil servant who entered the Civil Service before the first day of July, 1882, except in so far as regards the duties of the office to which such civil servant may desire to be promoted.

60. Change "eighty-two," to "seventy-two."

(Signed) W. D. LESUEUR.

5th January, 1892.

FRIDAY, 5th February, 1892.

Mr. A. M. BURGESS, was recalled and examined :—

5734. Have you any connection with the Immigration Bureau in regard to placing immigrants on lands in the North West?—We have really no direct communication with them. We are supposed to find the land for the immigrants when they arrive. The connection between the Immigration Department and the Land Department is perhaps not as direct as it should be. Of course they have agents at most of the points where we have agents, and they care for the immigrants on their arrival, and I suppose give them assistance in finding their way to the land office.

5735. If you had the control of the immigration in your department, could you make a large reduction in the two staffs?—I am not very familiar with the immigration staff of the Agriculture Department, but at points where there are agencies of both departments I have no doubt a considerable reduction could be made.

5736. When it may happen that the agent of each department has not enough to do, one agent could do all the work?—Surely.

5737. And it would tend to more efficient administration?—Of course. Both departments have endeavoured always to work as much as possible in harmony, but there is necessarily a certain want of touch between us at the particular point where the immigrant is laid down, and that is where I have always thought our system is a little weak. It seems that the theoretical organization at this moment is that the immigrants are gathered at points along the line of railway by the immigration department, and when they are left at these points they are presumed to be taken charge of by us. We had a system of land guides for a number of years, men appointed to take charge of those immigrants when they were out of the care of the immigration department. This system was found however to be expensive and not very efficient, and it was given up. In the appointment of Mr. Metcalfe, now elected member of Parliament for Kingston, we attempted to bring the two interests into harmony. He was the joint agent of both at the railway station in Winnipeg, but we had each, nevertheless, an agent in Winnipeg acting for each department particularly. I have no doubt, as I have already said, that, so far as concerns the places along the line of the railway, where each department has an agent of its own, a considerable saving of expense could be made and also a considerable addition to the efficiency of the work, if one agent represented the interests of both departments.

5738. That is, if the whole matter was under the same central control?—Yes.

5739. Which department has the largest number of agents in the North-West?—The Department of the Interior.

5740. Therefore, if you turned your agents into immigration agents, you would have a larger staff of immigration agents than the immigration department now has?—Yes.

5741. Because you have more agencies than they have?—So far as relates to the North-West that is correct.

5742. It might happen under the present arrangement that the immigrants would be taken up to the North-West by the immigration department, and from want of connection with your department they might drift to the other side of the line?—It might happen, although I am not aware of any instance in which it has happened. Mr. Lowe complained to me some years ago that something of that kind had come to his observation at Brandon, where they have an agency and we have one also, or where they had an agency at the time. I am not sufficiently familiar with the Department of Agriculture to say where they have agencies.

5743. In 1890 they had an agency at Brandon, one at Calgary, one at Moose Jaw, one at Regina, one at Winnipeg, one at Vancouver and one at Victoria, seven in all?—Yes.

Mr. ADAM HARVEY appeared and was examined :—

5744. You are a patent attorney and notary public residing at Ottawa?—Yes.

5745. You made a communication dated the 4th February to the Commission, in which you desire to impress upon us the very bad condition in which the Patent Office is and the great necessity for a thorough change in its system, and you ask for liberty to give evidence on that subject. The Commission would be glad to hear any statement you would wish to make?—I would like a little time. I could give you a mere outline at present, but, if I give evidence at all, I should like to produce papers to prove everything I say, and of course I cannot do that because it would take some little time to go through these papers.

5746. Give us an idea in general terms of the abuses which you say exist?—The principal point which I wish to impress upon the Commission is that the Patent Office—that is of course the commissioner or deputy commissioner—does not act in accordance with sections 16 and 17 of the Patent Act, chapter 61 of the Revised Statutes.

Section 16 deals with the refusals to grant patents and says that the commissioner may object to grant a patent in either of the following cases.

5747. That is the Minister?—The Minister or the commissioner or the deputy commissioner. The cases referred to are :—(a) When he is of opinion that the alleged invention is not patentable in law ;

(b) When it appears to him that the invention is already in the possession of the public, with the consent or allowance of the inventor ;

(c) When it appears to him that there is no novelty in the invention.

This is an important thing, because in endeavouring to ascertain whether there is any novelty in an invention, a search has to be made, and the Patent Office Record has to be examined in order to ascertain that.

(d) When it appears to him that the invention has been described in a book or other printed publication before the date of the application, or is otherwise in the possession of the public ;

(e) When it appears to him the invention has already been patented in Canada or elsewhere, if the case is one within the 8th section of this Act, and as the commissioner has doubts as to whether the patentee or the applicant is the first inventor.

Now you will see that, if there is no restriction on this section the commissioner would have an immense power to refuse patents at his pleasure. But the legislature did desire to leave that power in his hands. They restricted him, and they say in section 17 :

“Whenever a commissioner objects to grant a patent as aforesaid, he shall notify the applicant to that effect and shall state the ground and reason therefor, with sufficient detail to enable the applicant to answer, if he can, the objection of the commissioner.” If he objects, it can only be on one of these points specified in the act. That is the statutory requirement and, if the commissioner objects on any of those grounds, he must say why, he must state the grounds or reasons of his objection. He must state the ground with sufficient clearness to enable the applicant to answer the objection. That is the bone of contention. The office frequently—in fact generally—when they make an objection, do not specify the grounds. I should have liked to have had time to bring official papers from the Patent Office to show that they do that, I do not say in every instance, but I know that in most of my cases the rule laid down by the statute is not carried out, and the *modus operandi* of the office is something like this : An application for a patent is filed in due course, or out of due course. This application is examined and the notice which the applicant receives is this, as an instance. “Only one claim can be allowed on this application.” There may be two, three or four claims in number. The patent law does not limit an applicant to the number of claims. Now, if their application would only admit of one thing, the examiner ought to point out, supposing he would allow claim No. 1, that claim No. 2 was anticipated either by printed books or by prior patents ; but he does not tell you anything of that sort. He says only one claim can be allowed, and the funny thing about it is, that as a rule he does not care two straws which claim it is. So long as it is one of the claims,

he is satisfied. I have cases in point and I can produce papers to show that that is so. One notable case where this objection was raised, where the applicant appeared personally, and where I arranged with Mr. Pope, the present deputy, to have an interview, we appeared before him, and he the examiner who had charge of the case gave various arguments pro and con. The deputy commissioner admitted that certain arguments which I adduced on that occasion were correct.

5748. The statute gives you an appeal to the Governor General in Council on the questions you have been discussing. You could have gone to the Governor in Council, and they are therefore out of the scope of our enquiry. Do you charge the commissioner with having acted corruptly in the matter?—No.

5749. Then you had your appeal to the Governor in Council?—I want to show you that that appeal does not amount to a row of pins. There is practically no appeal.

5750. But the statute gives you an appeal to the Governor in Council?—What does it amount to?

5751. It should be an effective appeal, because the Governor in Council always has the advice of the Minister of Justice?—I will show you how this is worked. If I get as I recently did, a reply which I considered not a statutory reply, if I have a reply rejecting an application not according to section 16 or 17 of the act, it is not a statutory reply.

5752. It might be interesting, if you would indicate where you attach any importance at all to the appeal?—If I receive, as I have done, such replies, I have found that arguing with the office is of no use at all. The stand they once take they never deviate from. Every man is liable to make a mistake, and a man who never retracts anything, he has ever done, is surely wrong. That is the position of the Patent Office.

5753. How is it that this appeal appears to you to be illusory?—A good deal depends on the routine of the office.

5754. When you appeal you have not to pass through the office, but you appeal directly to the Governor in Council?—The appeal is referred to the Minister of Agriculture to report, and what does that amount to.

5755. Does not the matter go to the Minister of Justice according to the statutes?—No.

5756. Is not that the practice, Mr. Pope?

Mr. POPE—It is not the statute, but that is the practice.

5757. You have a right to be heard on the appeal?

Mr. HARVEY—I have reported to the Minister of Justice and he has refused to act without the Patent Office.

5758. But every one knows that the Minister of Justice will hear the parties on any of the points involved?—In my dealings with the Minister of Justice I have been perfectly satisfied that he would do anything fair and square, as far as he could.

5759. As a rule the Privy Council send these matters to the Minister of Justice, and on his report they are able to deal with them?—I must follow up this point in order to see what this appeal amounts to in its first stages. If such a reply as I have referred to is sent, and I reply to the Patent Office that that is not a statutory reply, or a statutory action, what does the Patent Office do? Nothing at all. They just allow that application to lie dead, and it does not matter what I do. I may write 50 letters, but the Patent Office will never stir? Is that business, to say nothing of law?

5760. In a case of that kind you should make your appeal to the Governor in Council?—The only thing I can do, after that, is to appeal to the commissioner in person. I am afraid I will have to use hard words, but Mr. Carling is either too indolent or too ignorant to take action in such cases. And invariably, if such a complaint is preferred to him, he either does nothing at all or refers it back to the same people against whom the complaint is made, and they are not likely to do anything against themselves.

5761. Why do you not go to the Governor in Council?—If that is the action so far, what is the use of going further, when the Governor in Council would go back to the Minister, and it is fair to assume that he would act in the same way as he had up to that point.

5762. Have you ever gone to the Governor in Council?—I have not.

5763. Then how can you speak of it?—I know of other cases.

5764. You said that was the principal point you had to bring before us. Have you any other point? You make no personal charge against the commissioner or the deputy commissioner?—No.

5765. But you do not agree with their views as to the decision which have been given on these applications?—It is the practice of the office that I object to.

5766. You do not think the commissioner or the deputy commissioner has acted in accordance with the law in regard to the applications made by you?—Exactly, and there is no law to make them do it.

5767. You have not gone to the Appeal Court?—I have not, in consequence of my experience of it.

5768. But you have no experience of it?—I have experience of it, for I have had a case there myself.

5769. Assuming your *ex parte* statement to be correct, no doubt if you were to appeal you would find your case dealt with properly in the end?—I venture to say if you were to ask any patent attorney in the city about the result of such appeals, he would smile. Then there is a point of detail leading up to the same thing. Some years ago the practice was introduced here that, when an objection was sent to an application, it was sent in the name of the commissioner or deputy commissioner, but I have communications saying "below please find communication from examiner." That is modelled on the communications which are sent in the United States, but in the United States that is well founded, because the examiner is a man created by statute, while in Canada we know nothing of an examiner. There is nothing in the Patent Act about an examiner. Of course the examiners exist, but only as assistants to the commissioner or the deputy commissioner. The deputy commissioner says: "Please find below a communication from the examiner," and he signs his name as deputy commissioner, but, if we do not agree with that communication from the examiner, the question is whether the deputy commissioner has ever enquired whether or not that is a just objection to take. If I do not agree with that, the probability is that the deputy commissioner will say that is correct, because he feels after all that that is his decision, though it was the opinion of the examiner. There is an anomaly in this. It would be difficult if the statute had created the examiners, but they do not exist in point of law. It is therefore the decision of the deputy commissioner, and, when you come afterwards and say that is not right, there is a tendency on the part of the deputy commissioner to say that it must be right, because he cannot have done wrong very easily. That is the trouble all the way through. If I do not get any satisfaction here, and I go to the commissioner in person, he refers the matter to the Deputy Minister, and he tells me that he is not connected with the Patent Office and has no authority to act, that he knows nothing about patents at all, though he has had five or ten or more years experience in the patent law, and he gives you to understand with one side of his mouth that he knows nothing about patents, and wishes you to understand with the other side of his mouth that he knows a great deal. You spend a few days there, and you find out very soon that the whole transaction is directed to an operation of whitewashing what is gone before.

5770. Although the examiners may not be strictly named they are appointed under the authority of the Patent Act?—There may be something in that. In the United States Patent Office, where there are 27 or 30 principal examiners and where there are necessarily great diversities of practice existing, and where occasionally you can find a man who will stick to his first opinion through thick and thin, it is a pleasure to see that on a fair average you do not find a man so stubborn, that, if you can show that he is wrong—and they are frequently wrong—he will not change his view, and consequently there is no difficulty.

5771. You want the commissioner to change his mind if he thought he was right, in order to please you?—Certainly not.

5772. By your not appealing you allowed these men to come to the conclusion that you had no case?—Exactly. So true is that, that the action of the United States officers

is principally due to the ready appeal which there is had to the commissioner, or in the first place to the board of examiners, and then to the commissioners, and then the decisions of the examiners in the United States are reversed, speaking roughly, in eight cases out of ten.

5773. Then you do not do your clients justice in not appealing here?—It is because we have no faith in this appeal. Another point is, whether, in any of these cases I have stated, I would have the right of appeal.

5774. Why do you not ask Mr. Pope to let a case go before another examiner? Did you ever ask Mr. Pope to do that?—I do not remember in any instance having asked Mr. Pope to do that. There is another matter. For years not a single patent for fences was granted, simply because, I suppose, the examiner took it into his head that it was not possible to invent anything new in fences. But the records show that for two years previous to last year, when I made my application for a patent for fences, not one patent was granted, whereas before so many used to be granted, and all the time patents for fences were being issued in the United States. It was not because no applications were filed. I have withdrawn some because they were refused without any good reason, though sometimes they were refused for good reasons.

5775. The Patent Office has been right sometimes?—You would not wish me to say that I would not admit that the decision of a government officer would be sometimes right. I do not wish to go so far. I think better men could be appointed for examiners, better qualified men. I think men who are appointed to the position of examiners should pass an examination. We have examiners now who do not know the first thing about patents, or did not when they entered upon those positions, and they know very little now. We have men there who cannot distinguish between a generic claim or a specific claim and who do not know what a combination claim is. I think our examiners as a rule are very much underpaid, and that we should have better men who should be better paid. I think it is highly desirable that the examiner should be a very well paid officer.

5776. And we want more of them for that work?—If examination is to be continued, if that is to be the practice of the office, I think there ought to be more examiners. I am not altogether wedded to the system of examination which is in vogue in England. There are examiners there, but they are merely examined for legal form and not for novelty at all. That is the patent law of the world, with the exception of Germany, which follows in its examination very closely the United States and Sweden, which follows closely the plan of Germany. With those exceptions, all the countries in the world have no examination for novelty. You can get a dozen patents on the same day for the same thing.

5777. But one of the tests of examiners in England is to have the knowledge on these subjects of mechanics, mechanism, chemistry, electricity, and so on?—But they are not called upon to exercise that knowledge. We call upon our examiners to exercise very high functions and we do not know anything about their qualification at all, while in the old country they call for very high qualifications and do not call upon them to exercise them.

5778. You can be attacked in any court in Canada for want of novelty?—Yes, all over the world, except in Germany. In the United States, after a rigorous examination they do not guarantee the novelty.

5779. You think the examiners should have higher qualifications?—Yes.

5780. They should hold certificates of applied science or of qualifications for their office?—Yes, and very high ones.

Mr. RICHARD POPE appeared and stated :

Having heard the statement of Mr. Harvey, I entirely deny his statements as to matters of fact where he has alleged any matter of fact. With regard to the other matters where he complains that the office has not acted in accordance with the statute, I state that in every instance where Mr. Harvey has been concerned, the office has not only complied with the requirements of the statute, but they have gone out of their way

in order to satisfy Mr. Harvey that their proceedings were correct ; and that Mr. Harvey has made a point of trying the patience of the office to the utmost in that respect by writing a series of letters to the office in very offensive language when the office has had to deny him a patent ; and that on all these occasions the office has answered his letters repeating the same objection they did in the first instance ; and this practice has been pursued until very recently when it was found to be impracticable with the duties of the office and in order to do justice to other applicants who had valid applications before the office, to avoid ceasing to answer Mr. Harvey's letters as each letter could only contain a repetition of the objection made in the first instance. Mr. Harvey has made complaints to the commissioner and to the deputy commissioner, and all have proved to be unfounded in point of fact as well as in law.

Mr. J. M. COURTNEY, Deputy Minister of Finance, handed in the following answers to the questions submitted to him :—

5781. Give the number and cost of permanent staff at Ottawa of the department of which you are deputy, in 1882 and 1891, respectively. Also number and cost of extra clerks or other officials in all its branches, whether paid out of Civil Government funds or otherwise, in 1882 and also in 1891.

		<i>Permanent.</i>		No.	Cost.
Year ending the 30th June,	1882	.....	41	\$52,694	
do	do	1891	38	\$51,764	
		<i>Temporary.</i>		No.	Cost.
Year ending the 30th June,	1882	3	\$1,580	Civil Government.	
do	do	9	\$3,130	50	Charges of management.
do	do	19	\$2,496	75	Issue and redemption of notes.
				\$7,207 25	
		No.	Cost.		
do	do	1891	11	\$5,342	83

5781½. Are the recommendations for increase of salary always made with due consideration, or are they in a very large measure perfunctory?—In only one case of an officer who has left the department has the increase been withheld. The recommendations are made with proper consideration, but as promotions in the department are slow a very large proportion of the staff are at the maximum of the classes, and the increases are relatively less than in most departments.

5782. How and by whom is the selection made from the list of qualified candidates in your department? Did you ever report against an official during the term of probation, and was another trial allowed, as provided in section 36, sub-section 2?—By the Minister. No appointments have been made for years, certainly not during the incumbency of the present Minister. In two instances officials were reported against, and left the department.

5783. What is the practice in your department in regard to the appointments of persons having professional or technical qualifications, and have you ever had an examination held in any such case?—Only one such appointment has been made, and the examination was held—the person so appointed was a barrister and has passed three promotion examinations.

5784. Have promotions in your department been made only when vacancies were to be filled, or has it happened that an officer has while continuing in effect to perform the same duties, been promoted to a higher class?—Only when vacancies occurred, and only then when distinctive and higher duties were to be performed.

5785. Did the head of the department ever reject any man who has been promoted?
--Never.

5786. Has any officer in your department, after being promoted, turned out to be incapable, and was the attention of the head of the department called to the case, and was such promotion cancelled?—No officer promoted has turned out to be incapable.

5787. Have you at any time by your certificate in the promotion examination enabled a candidate to pass whom you deemed unfit?—Certainly not.

5788. Did you ever, in respect of the efficiency marks, give a less percentage than 30 per cent?—Yes, in two or three instances.

5789. Are exchanges ever made for the convenience of officers and not for the benefit of the departments concerned?—Exchanges have been made, and always to the benefit of the department.

5790. Under the present system, in what manner do you ascertain the necessity of employment of extra clerks?—The number of extra clerks is much less than formerly and certainly has not been increased since 1878, when the department was reorganized by the addition of the Department of the Receiver General.

5791. Do you invariably select from the list of passed candidates? If not, are enquiries made as to the fitness of persons who are on such lists?—All appointments made since the passing of the Civil Service Act have been made from the list of passed candidates, after the first appointment.

5792. Have you any women clerks employed in your department? Are they generally efficient, and are there any branches in your department in which women clerks could be exclusively employed?—All the extra clerks are women, generally efficient—they are exclusively employed in signing small currency, and sorting out mutilated currency—one is a type writer; and as necessity requires, one or two assist in the Savings Bank Branch.

5793. Has the business in your department suffered and to what extent through the granting of leave of absence to officers on account of sickness or otherwise?—No, when any officer is sick others do his work.

5794. In your department have any abuses prevailed as to the granting of leave of absence?—No.

5795. Do you strictly observe the law regarding the attendance book? Do all your officers sign the book? How do you deal with those late in attendance?—Yes, strictly. All officers except the Private Secretary of the Minister of Finance sign. As a rule the book is signed by all, when it is brought to my room to be initialled. No officer is habitually late, in fact all are punctual.

5796. Have any difficulties arisen in the conduct of the business of your department, arising out of the provisions of the Civil Service Act?—No, the spirit of the Act is strictly observed.

5797. Have many changes in the character and extent of the service required in your department, occurred since the passage of the Civil Service Act. And have as a consequence the duties in your department, or any branch, or any officer of your department been varied?—Frequent changes have arisen, and the duties have greatly varied. The importance of some branches has decreased; others, particularly the Accounts and Correspondence Branches, have increased, but by transfer of officers from one set of duties to another the changes have been met.

5798. Have any persons found their way into the service of your department who either from defects existing at the time of their appointment, or from advanced age, or from bad habits are ineligible for retention in the service?—Certainly not since 1878, the department has in fact been gradually weeded out, no member of the existing staff is over 60 years of age, the habits of the staff are uniformly good, and while some are more efficient than others I should hesitate to say that any member was ineligible for retention in the service.

5799. Is the number of persons employed in your department out of proportion to the increase of work?—In ten years the number of officers employed has been reduced from 41 to 34. By changes of method in administration possibly one or two

persons less might presently be employed. But looking at the expansion of work in the department in a few years an increase would probably be necessary, and at the present it is even doubtful whether the department has more than sufficient to meet all emergencies, such as pressure of work, holidays, &c.

5800. Has the work in your department increased beyond the capacity of the permanent staff, and if so, has it led to the employment for lengthened periods of temporary clerks, and has the rate remuneration of these temporary clerks been increased from time to time?—It has increased greatly, but it has been met at a reduced cost to the country.

5801. Have any abuses prevailed in your department as to the length of the working hours?—None.

5802. Do all your officers leave for luncheon at the same time? If that is the practice, is an arrangement made whereby the business of the department does not suffer through their absence. What length of time is given for luncheon?—No: an arrangement is made for some one to be in attendance at all times in each branch. An hour.

5803. Do you take care to ascertain that the length of service recorded in the Civil Service List is correct in the case of the officials attached to your department, and that in case of those officials who come under the provisions of the Superannuation Act such service is only entered as would be counted for superannuation?—Yes.

5804. In your department are the officials generally aware of the Treasury Board minute of the 28th January, 1879, respecting the use of political influence; is its spirit generally observed, and in case of infraction has the attention of the head of the department been called thereto?—Most probably they are. Its spirit is generally observed, for the simple fact that the officials generally understand that attempts to procure promotion have in some instances been unsuccessful in consequence of failure to procure the necessary percentage required to pass in the report from the department. Of course political influence has been used and pressed—two of the most persistent cases have been transferred to other departments.

5805. Do you make in your department the same allowance for travelling expenses to all classes of officials and for all services or do you discriminate and to what extent?—There is very little travelling. In my own case when in England about loans, I have received an enhanced allowance. The Inspector receives the allowance of \$3.50 when his duties call him to cities, to smaller places his allowance is \$2.50.

5806. In your department has the additional term or position of additional term been granted solely to officials appointed to high offices for technical qualifications, to officials whose office has been either abolished, or who have been retired for reasons of economy; or has the additional term been granted in any case to officials who entered the service after the age of 30 years, and who never did anything but clerical work?—The Superannuation Act has been strictly observed. The additional term was granted to my predecessor; and additional years have been granted to officers retired to reduce the staff.

5807. In your department has it ever been recommended that a diminution of the allowance should be made on the account of the services of an official having been considered unsatisfactory?—In one instance, in the time of my predecessor in office.

5808. Is your department divided into branches; give particulars including the name of the person in charge of each branch; the number of officials in the same, grading them and describing generally how the duties are allotted in each branch? What is the method employed in your department for the collection and deposit of public money?—The Department of Finance cannot be said to be divided into branches in the ordinary sense of the term, but the work naturally falls into groups, each of which is in charge of a superior officer. This elastic arrangement permits the services of the clerks in any one division being utilized in any branch of departmental work where there is necessity for immediate additional assistance. The general subdivision of the work is as follows:—

1. *Accounting*.—Mr. M. G. Dickieson, chief clerk and Dominion book-keeper, in charge, with three first class and seven second class clerks.

2. *Dominion Currency*.—Mr. F. Toller, chief clerk, with one first class and one second class clerks.
3. *Savings Bank*.—Mr. C. J. Anderson, chief clerk, in charge, with three second class and two third class clerks.
4. *Correspondence and Treasury Board*.—Mr. C. W. Treadwell, chief clerk and secretary, with three second class and one third class clerks.
5. *Accountant of Contingencies*.—Mr. W. H. Hayes, second class clerk.
6. *Private Secretary*.—Mr. S. J. Jenkins, second class clerk.
7. *Statistics and Stationery*.—Mr. N. S. Garland, a first class clerk, with one second class clerk.
8. Messengers, four in number.

Contractors' securities when received from the departments at once are turned into cash and deposited to the credit of the Receiver General ; interest is allowed on the same at the same rate and subject to the same rules as deposits in the Government Savings Banks. These latter deposits (Savings Bank) are made daily with the several banks authorized to receive public moneys.

5809. Give a general idea of the method employed in controlling the expenditure of your department?—The expenditures in this department consist of the interest on the Public Debt (including Sinking Funds) and the charges thereon, which of course were determined at the time the several loans were made, and by the agreements made from time to time by the financial agents—of printing the note currency which is regulated by contract—of the provincial subsidies which are regulated by statute—of the judges salaries also regulated by statute—of pensions and surperannuation allowances declared by Order in Council under statute—of certain steamship subsidies regulated by contract. These form the direct expenditure under the Consolidated Fund, but the department buys exchange for remittances to meet expenditure in England, and such exchange is called for by tender from the various banks—all expenditures by other departments are subsequently, after verification by the Auditor General, repaid to banks by departmental cheques of the Finance Department.

5810. What system of purchase is adopted in your department?—We have no purchases except of silver and copper for currency which is purchased in London through brokers at current market rates. The Mint generally transacts this business.

5811. What is the system followed in the issue and receipt of stores?—There are no stores except the stationery and books required.

5812. How are contracts generally awarded in your department?—The contract for printing the currency was the lowest of two tenders. The contracts for large blocks of exchange are awarded to the lowest tenderers amongst the banks. The contracts for mail service and steamship subventions have been awarded by tenders approved by Council.

5813. In addition to his salary is any official in your department in receipt of any additional allowances or perquisite, and if so, please state particulars?—None.

5814. Is it possible in your opinion, to reduce the expenditure on account of the services under the control of your department without impairing their efficiency, and if so, state in what way?—All the services under control are as before stated regulated by statute or by contract. It does not seem likely that any reduction in the expenditure can just now be made. No doubt as loans fall due other loans (if made) will be at reduced rates of interest. Contracts are revised before renewal.

5815. In your department have any abuses prevailed in connection with the supervision of payments?—None.

NOTE.—The present permanent staff of the department numbers 34.

APPENDIX A.

The Commissioners having on the 13th day of January, 1892, requested the several Departments to furnish Statements showing the Name, Date of First Appointment, Nature of Work and Salary of each of the Temporary Clerks at Ottawa, including not only those who are paid out of Civil Government Funds, but those also paid out of other votes, received the following replies :—

PRIVY COUNCIL OFFICE.

Name.	Date of First Appointment.	Nature of Work.	Salary.
			\$
D. Burke	Oct. 13, 1874	2nd class clerk's work ; having charge of the records	1,100
Wm. Loux	July 12, 1888	1st do records and searches, &c	1,100
F. Chadwick	May 25, 1891	2nd do assisting the assistant clerk distributing reports, &c.	730
W. C. DesBrisay	Nov. 4, 1873	2nd do assisting the assistant clerk, minute book extracts	730
J. M. Plunket	Jan. —, 1884	3rd do copying, typewriter	550
J. M. Lefebvre	Feb. 2, 1890	3rd do do	550
H. A. Bliss	Nov. 10, 1890	3rd do do	550
G. C. Kezar	Oct. 8, 1890	3rd do do typewriter	550
J. R. Fraser	April 16, 1891	3rd do do	550
Mme Beaudry	Oct. 4, 1887	3rd do do	400
Mme McDonald	Mar. 7, 1888	3rd do do	400
J. H. Tracey	Nov. 1, 1890	3rd do assistant to private secretary of the President	550
W. Strachey	Dec. 21, 1891	3rd do copying, typewriter	550
W. Polette		Removed from office	

THE DEPARTMENT OF JUSTICE.

Name.	Office.	Date of First Appointment.	Nature of Work.	Salary.
				\$ cts.
(a) St. G. Clark	Clerk	Mar. 26, 1891	Accountant's work	2 00 per day.
(b) J. W. Hughes	do	Oct. 5, 1891	Special clerical work	2 50 do
(b) Thos. Pickens	Messenger	Nov. 15, 1890	Messenger	25 00 per month.
(b) Fred. Perchard	do	May 1, 1891	do	15 00 do
(b) Geo. Stevens	do	Sept. 1, 1891	do	15 00 do

(a) Paid from vote for cost of arbitration Provinces and Dominion.

(b) Contingencies.

THE DEPARTMENT OF MILITIA AND DEFENCE,

Name.	Date of First Appointment.	Nature of Work.	Salary.
			\$ cts.
C. L. Panet	Dec. 2, 1889	Correspondence and general office work	730 00
W. Taylor	Sept. 15, 1872	Messenger	456 00

NOTE—Since above statement W. Taylor has been discharged and his place will not be filled.

THE SECRETARY OF STATE'S DEPARTMENT.

Name.	Date of First Appointment.	Work.	Rate of Pay.	Source of Pay.
De LaPorte, P.	Jan. 15, '86	Recording and filing of departmental documents in Record Branch.	\$2 per diem.....	Special vote of \$730 per annum for his services charged to Civil Government contingencies.
Lalonde, J. M. (to be placed on the permanent staff).	Aug. 1, '89	Typewriting and general copying in the Correspondence Branch.	do	Civil Government contingencies.
DesGeorges, M.	Jan. 15, '90	do do ..	\$1.50 per diem..	do do
Paradis, E. G.	April 22, '91	Assisting in classification of old records of late Province of Canada.	\$400 per annum.	Appropriation for classification of old records of late Province of Canada.
Codd, G	July 2, '89	Extra messenger.....	\$20 per month ..	Civil Government contingencies.

THE DEPARTMENT OF PUBLIC PRINTING AND STATIONERY.,

Name.	Date of First Appointment.	Vote.	Salary.
			\$ cts.
E. Emond	Nov., 1887 ..	Civil Government contingencies.....	93 00 per month.
J. A. Verge	Dec., 1885 ..	do do ..	62 00 do
W. T. King, messenger	Feb., 1888 ..	do do ..	33 33 do
E. Peachy	July, 1888 ..	Queen's Printer's Advance Account ..	60 00 do
A. T. Snow	Mar., 1889 ..	do do ..	78 00 do
M. Lefebvre	Sept., 1889 ..	do do ..	78 00 do
E. Gamache	Nov., 1888 ..	do do ..	60 83 do
J. W. Munson	June, 1888 ..	do do ..	33 33 do
R. A. Goulden	July, 1891 ..	do do ..	33 33 do
J. Donovan, carter, 2 teams ..	Jan., 1869 ..	do do ..	120 00 do
W. O. Farmer	July, 1889 ..	Franchise Act.. ..	76 04 do
H. T. Smith	do 1889 ..	do ..	62 50 do
N. Gammon, messenger	Aug., 1889 ..	do ..	38 02 do
E. Gratton	July, 1888 ..	Parliamentary distribution.....	52 00 do
J. Rivet, messenger	Jan., 1891 ..	do ..	38 02 do
L. Roussille	July, 1890 ..	Stationery Office stock ..	60 83 do
J. O. Patenaude	Dec., 1888 ..	do do ..	33 33 do
R. L. Laprairie	Aug., 1891 ..	do do ..	33 33 do
J. Scarf, carter, 1 team	July, 1889 ..	do do ..	60 00 do
A. Constantineau, packer	Feb., 1890 ..	do do ..	45 62 do
R. Ring, packer	Jan., 1890 ..	do do ..	38 02 do
P. Lowhan, packer	July, 1884 ..	do do ..	38 02 do
H. Lepine, warehouseman	Aug., 1890 ..	do do ..	31 00 do
J. Alary, warehouseman	Sept., 1891 ..	do do ..	31 00 do

THE DEPARTMENT OF THE INTERIOR.

Name.	Date of First Appointment.	Nature of Work.	Salary.
<i>Secretary's Branch.</i>			\$ cts.
Mrs. L. Norton	Dec. 24, 1883	Copyist and engrosser of patents	400 00 per annum.
Miss M. A. Earls	Jan. 28, 1884	do do	400 00 do
Mrs. A. Macmaster	Feb. 23, 1885	do do	400 00 do
Arthur A. Pinard	Dec. 24, 1889	Has charge of letter press books, assists with shorthand and typewriting	400 00 do
John Satchell	Feb. 1, 1880	Despatching stationery to agents	400 00 do
<i>Land Patents.</i>			
John Judge	July 1, 1880	Notifying patentees and despatching patents	400 00 per annum.
Daniel Macnamara	Feb. 9, 1887	Keeps file register and assists generally	400 00 do
E. E. Turton	June 16, 1890	Messenger	360 00 do
<i>Technical.</i>			
J. S. Dennis	Nov. 1, 1885	Inspector of Surveys	5 00 per day.
Jacob Smith	March 28, '86	Draughtsman	4 00 do
W. M. Mainguy	Jan. 27, 1880	do	95 41 per month.
Louis Gauthier	April 22, 1883	do	80 20 do
N. B. Sheppard	Nov. 3, 1883	do	80 20 do
J. A. Belleau	May 1, 1884	do	80 20 do
E. Chalifour	Jan. 29, 1884	do	80 00 do
Ed. L. Rowan-Legg	June 20, 1882	do	72 60 do
J. Macara	Dec. 10, 1886	do	69 16 do
J. B. Lepage	Dec. 6, 1883	do	69 16 do
P. A. Begin	June 1, 1883	do	53 95 do
E. T. B. Gillmore	Nov. 25, 1889	do	49 79 do
Percy Turner	Oct. 21, 1890	do	19 50 do
J. I. Dufresne	Sept. 5, 1890	do	2 50 per day,
E. Lecourt	Jan. 26, 1886	do	1 50 do
J. Woodruff	Aug. 25, 1890	Photographer	1 50 do
<i>Lithographic Office.</i>			
(Technical.)			
C. R. Thicke	March 31, 1890	Engraver	12 00 per week.
A. Pouliot	May 12, 1891	Draughtsman	14 00 do
J. Ridgeway	do 26, 1890	do	4 50 do
R. A. Baldwin	do 3, 1891	do	4 50 do
A. Moody	Nov. 27, 1882	Printer	19 00 do
E. Sievers	do 27, 1882	do	16 00 do
J. Foran	do 10, 1886	do	16 00 do
J. Cherry	Sept. 11, 1882	do	12 00 do
<i>Accounts.</i>			
J. M. O'Hanly	Nov. 17, 1884	Draws all cheques, keeps bank accounts, checks Survey accounts, &c	69 16 per month.
<i>Land Patents.</i>			
A. Bristow	July 3, 1879	Draughting, making descriptions of land, computing areas, &c	69 16 per month.
E. W. Hubbell	Feb. 12, 1883	do do	2 00 per day.
<i>Secretary's Branch</i>			
J. H. Reiffenstein	Jan. 1, 1889	Draughtsman and general office work	65 00 per month.
S. Genest	Nov. 20, 1884	do do	53 95 do
W. S. Surtees	March 3, 1885	do do	53 95 do

GEOLOGICAL SURVEY DEPARTMENT.

Name.	Date of First Appointment.	Nature of Work.	Salary.
<i>Secretary's Branch.</i>			\$ cts.
Smith, Wm. H.	Jan. 14, '84..	General geological work....	3 00 per day.
Dowling, D. B.	Mar. 12, '84..	do do	3 00 do
White, James.	Jan. 29, '84..	Surveyor and draughtsman.	3 00 do
McEvoy, James.	June 9, '85..	General geological work....	3 00 do
Wilson, W. J.	do 9, '91..	do do	2 25 do
Eaton, D. J. V.	July 18, '90..	do do	1 75 do
Senecal, C. O.	Jan. 3, '90..	Assistant draughtsman.....	3 50 do
Prud'homme, O. E.	July 1, '89..	General assistant to draughtsman.....	1 50 do
Russell, H. Y.	June 9, '91..	Surveyor and explorer	1 75 do
Johnstone, J. F.	Sept. 1, '91..	do do	1 75 do
Herring, Samuel.	Feb. 1, '84..	Taxidermist and caretaker Nat. Hist. Coll.	\$1,000 per annum.
Johnstone, R. A. A.	Nov. 25, '87..	Assistant to chemist and mineralogist.....	3 00 per day.
Macoun, J. M.	do 27, '84..	Assistant botanist	2 50 do
McEwan, W. R.	June 9, '85..	Assistant to the accountant.	1 75 do
Jacob, F. D.	July 15, '90..	Secretary and private secretary to deputy head.	2 00 do
Brophy, L. L.	Dec. 15, '90..	General clerk in Division Mining Statistics....	2 00 do
Alexander, Mrs. Jane	Jan. 22, '89..	Assistant librarian.....	1 50 do
Barry, Miss M. H.	Mar. 27, '82..	Writing labels for collections.....	1 00 do
Baldwin, Miss P.	Feb. 1, '90..	Typewriter.....	1 25 do
Esdale, Matthew.	May 2, '81..	Carpenter.....	2 50 do
Esdale, David A.	Nov. 19, '83..	Assistant carpenter.....	1 75 do
Duggan, John	Sept. 29, '88..	Night watchman.....	1 25 per night.
Gagné, Nap,	June 4, '91..	General labourer, messenger, &c.	1 25 per day.

DEPARTMENT OF INDIAN AFFAIRS.

Benjamin Hayter.	Oct. 18, '87..	Messenger.....	1 00 per day.
Miss M. Stalker	Dec. 11, '91..	Copying.....	\$400 per annum.

Paid from Civil Government Contingencies.

AUDITOR GENERAL'S OFFICE.

Miss E. O'Connell.	Dec. —, '85..	Examination of accounts.....	\$450 per annum.
Mr. J. H. Salmon.	do 7, '91..	do	2 00 per day.

Paid from Civil Government Contingencies.

FINANCE DEPARTMENT.

Mrs. C. E. Gallwey.	1877.....	Posting, indexing, &c.	\$62 per month.
Miss M. Hutchinson.	1876.....	do do	1 50 per day.
Mrs. G. S. Fleming.	1879.....	Typewriting, précis writing, &c.	do
Mrs. L. Fitzgerald.	1875.....	Counting, sorting, signing notes	do
Mrs. M. A. Barrie.	1876.....	do do	do
Mrs. C. L. Bennett.	1884.....	do do	do
Mrs. L. L. Sutton.	1876.....	do do	do
Miss G. Dorion.	1878.....	do do	do
Miss M. Macaulay.	1876.....	do do	do
Miss F. Nettle.	1884.....	do do	do
Mrs. E. V. Smith.	1890.....	do do	do

DEPARTMENT OF INLAND REVENUE,
OTTAWA, 16th January, 1892.

Re Temporary Employees.

J. H. FLOCK, Esq.,
Secretary, Civil Service Commission,
Ottawa.

SIR,—In reply to your communication of 13th instant, in reference to temporary employees, I have the honour by direction to inform you that we have no temporary employees in the sense in which the term is used as understood by your letter.

We sometimes employ one or more persons for a week or two or a month when necessary, but that is all.

I have the honour to be, Sir,

Your obedient servant,

WM. HIMSWORTH,

Secretary.

DEPARTMENT OF CUSTOMS.—OUTSIDE VOTE,

Miss Christie, 8th April, 1886, \$660 per annum.

Miss Belford, 8th April, 1890, \$1.50 per day.

Miss Parlow, 1st August, 1890, \$400 per annum.

Duties.

Testing samples of sugars, syrups, molasses and liquors, forwarded from various ports for rating for duty.

Charge of Establishments books, Chinese Immigration Records and assisting in Accountant's Branch, Correspondence and Office of Assistant Commissioner, during pressure of work.

Paid from appropriation for Board of Customs *re* sugar tests.

THE POST OFFICE DEPARTMENT.

Name.	Date of First Appointment.	Nature of Work.	Salary.
<i>Secretary's Branch.</i>			\$ cts.
Miss L. L. Merrick..	June 15, 1891	Clerk, copying and rendering general assistance in the simpler duties of the office.....	400 00 p. annum.
Miss B. M. Munro..	March 10, 1890	Copyist, copying and rendering general assistance in the simpler duties of the office.....	400 00 do
D. G. Courtney.....	Jan. 1, 1888	Messenger	300 00 do
T. Chandler.....	Aug. 20, 1888	Special messenger to Postmaster General.....	400 00 do
T. Sagala.....	Feb. 26, 1890	Packer, packing	300 00 do
*C. Bérourard.....	March 29, 1889	Clerk, engrossing important documents, translating and assisting in higher duties of office....	2 50 per day.
<i>Accountant's Branch.</i>			
Miss M. C. Lyon ...	Jan. 1, 1889	Clerk, issuing warrants for payment of salary to postmasters of non-accounting offices and keeping register of paid warrants, &c.	400 00 p. annum.
Geo. L. Bunelle.....	July 6, 1889	Clerk, entering and balancing Postmasters' ledgers and preparing quarterly summary of business transacted at accounting offices, &c.....	400 00 do
Miss M. S. Drummond.....	Sept. 15, 1890	Clerk, issuing warrants for payment of salary to postmasters of non-accounting offices and entering them, statement of issues, &c.....	400 00 do
Miss A. Simpson....	Oct. 1, 1888	Clerk, keeping accounts of postage stamps purchased by postmasters of non-accounting offices	400 00 do
Miss J. G. Burke....	May 7, 1889	Clerk, writing cheques and assisting in the general work of the office.....	400 00 do
H. S. Ferguson ...	April 1, 1891	do do	400 00 do
A. Smith.....	Feb. 4, 1890	Messenger.....	300 00 do
<i>Money Order Branch.</i>			
J. G. Hayes	July 6, 1891	Clerk, checking, registering and marking off.	400 00 do
G. A. Bell.....	Dec. 1, 1890	Clerk, assisting in checking and registration duties.	400 00 do
James Clarke.....	Nov. 26, 1889	Clerk, assisting at sorting and packing, filing accounts and destroying old papers and books.	1 50 per day.
E. F. Macdonell....	April 1, 1891	Clerk, assisting in proving Postmaster's ledgers by registers	2 00 do
E. W. R. Swinyard..	do 1, 1891	Clerk, sorting paid Canadian orders and dockets..	400 00 p. annum.
Miss L. J. L. Wilson	Feb. 18, 1891	Copyist, marking off United States money orders paid	400 00 do
A. W. Milne.....	June 25, 1889	Special messenger, assisting packers during spare time	400 00 do
<i>Savings Bank Branch</i>			
Mrs. M. A. Hinds...	May 22, 1889	Clerk, writing and examining receipts for deposits and sorting preserved documents	400 00 do
Mrs. R. Waddell....	July 13, 1888	Copyist do do	400 00 do
Miss S. L. McArthur	Feb. 12, 1889	do do do	400 00 po
Mrs. A. Stevens	Feb. 3, 1889	Copyist; writing and examining receipts for deposits and preparing renewed pass-books.....	400 00 p. annum.
J. G. Poston.....	May 25, 1889	Clerk do do	400 00 do
F. A. Oliver.....	Feb. 8, 1890	Packer	300 00 do
<i>Printing and Supply Branch.</i>			
Thos. Nolan... ..	April 13, 1888	Packer; checks receipts for mail bags for repair and assists in examining and packing carrier's uniforms.	300 00 do

*NOTE.—Mr. Bérourard is attached to the office of the Chief Post Office Inspector, but on account of departmental convenience actually employed in the office of the secretary.

POST OFFICE DEPARTMENT—*Concluded.*

Name.	Date of First Appointment.	Nature of Work.	Salary.
<i>Printing and Supply Branch—Con.</i>			\$ cts.
L. Durocher	Feb. 13, 1890	Packer; keeps daily register of stores and mails despatched to Ottawa post office and files away requisitions for stores when completed; French translator	300 00 p. annuim.
Alex. Watson	Jan. 8, 1891	Packer; assists in messengers duties and in delivering departmental stores.	300 00 do
N. Taylor	May 1, 1891	Packer; engaged in packing stores generally.	300 00 do
P. Grant	Dec. 24, 1890	Packer; assists in receipt of and in checking, examining and issuing mail bags	300 00 do
E. H. Morse	May 8, 1891	Packer; packing and assisting generally	300 00 do
M. E. Conway	Aug. 12, 1891	Packer; engaged in checking return of receipts for carriers uniforms, mail bags, scales and weights, &c., and in packing supplies	300 00 do
N. Mitchell	Jan. 17, 1891	Messenger; writing out and booking receipts for stores issued to accounting offices and checking off return of receipts for same.	400 00 do
<i>Dead Letter Branch.</i>			
Miss S. Webber	Oct. 6, 1887	Clerk; returning dead letters	400 00 do
Miss B. Corcoran	July 4, 1888	Clerk; correspondence	400 00 do
Miss M. A. G. Clarke	Sept. 12, 1888	Clerk; entering dead letter accounts	400 00 do
Miss A. Martin	Dec. 1, 1888	Clerk; returning special letters and assisting Mr. Macdonald	400 00 do
Miss R. C. Spencer	Dec. 2, 1887	Copyist; recording dead registered letters	400 00 do
Miss A. Graham	June 1, 1889	Copyist; returning dead letters	400 00 do
Miss D. Conway	March 18, 1890	do do	400 00 do
John Green	Dec. 21, 1888	Messenger; ordinary messenger's duties	300 00 do
<i>Mail Contract Branch</i>			
Miss I. G. Hopkirk	Jan. 5, 1891	Clerk; typewriter	400 00 do
H. M. McDonell	Dec. 15, 1890	Clerk; copying letters and indexing	400 00 do

THE DEPARTMENT OF AGRICULTURE

<i>Dep. Ministers Office.</i>			
J. L. Payne	Oct., 1885	Clerk, assisting the Minister and deputy with special attainments; has passed qualifying examination	3 00 per day.
J. W. Hawley	Dec., 1885	Shorthand writer and typewriting, writes correspondence and makes reports from dictation; has passed qualifying examination	2 00 do
L. M. Bonneville	July, 1890	Employed in typewriting, translations, care of letter books, indexing and despatching correspondence; has passed the preliminary examination	1 25 do
Miss Fitzgerald	Oct., 1890	Shorthand and typewriter, writes correspondence and reports; has passed qualifying examination.	2 00 do
<i>Corresponding Div.</i>			
E. R. Dewhurst	Jan., 1879	Has charge of the official correspondence, keeping classified indexes, making abstracts of papers, and furnishing facts on points referred.	2 50 do
Mrs. Kingsmill	Mar., 1885	Assists Mr. Dewhurst, correspondence clerk; has passed preliminary examination	1 50 do
C. G. Rogers	do 1890	Shorthand and correspondence clerk, assists private secretary of the Minister	2 50 do
<i>Copyright, Trade Marks, &c., Division.</i>			
Miss Leyden	Feb., 1885	An engrossing clerk, highly skilled in caligraphy; engrosses certificates of registration; has passed qualifying examination	50 00 p. month.

THE DEPARTMENT OF AGRICULTURE—Continued.

Name.	Date of First Appointment.	Nature of Work.	Salary.
<i>Accountant's Division</i>			\$ cts.
E. Bramer	Oct., 1888..	Shorthand and typewriter, and assists in correspondence and making reports in accountant's office; has passed the qualifying examination..	2 00 per day.
Miss R. G. Ellis.	May, 1888..	Assists in examination of accounts; skilled and correct in figures; has passed qualifying examination..	1 50 do
Mrs. C. A. White.	do 1891..	Assists in census accounts.	1 50 do
<i>Statistical Division.</i>			
J. Skead.	do 1881..	Works at statistical compilation.	2 50 do
Miss Ross	Oct., 1881..	Compiling criminal and other statistics; has passed qualifying examination.	1 25 do
Miss Stuart.	Dec., 1887..	do do do	33 33 p. month.
J. Munro.	Oct., 1891..	Compiling criminal and other statistics; has passed preliminary examination.	1 25 per day.
G. Lemaitre.	Jan., 1870..	Keeper of census records; has charge of all census portfolios, keeping these in their order and furnishing folios as required for the census compilers.	1 50 do
P. Davidson.	May, 1881..	Packer, messenger, and assists in keeping records.	1 25 do
W. O'Keefe.	Aug., 1885..	Assists in keeping records; employed between sessions of Parliament	1 00 do
R. E. Watts.	Dec., 1883..	Assists in compiling statistics; has passed qualifying examination.	2 00 do
J. M. Hurteau.	do 1885..	Assists in compiling statistics; has passed preliminary examination.	1 25 do
<i>Archives Division.</i>			
Miss Duff.	Jan., 1881..	Clerk, assisting archivist in his office.	1 50 do
Miss Rose.	Dec., 1887..	Clerk assisting Archivist in his office; has passed qualifying examination.	1 25 per day.
PATENT BRANCH.			
<i>Cashier's Division.</i>			
J. Gleason.	May, 1888..	Assisting cashier; has passed qualifying examination.	1 00 do
<i>Corresponding Div.</i>			
Mrs. Bowden.	June, 1885..	Assistant clerk in patent correspondence; has passed qualifying examination	1 50 do
Miss H. J. Hamilton	Nov., 1890..	Same duties as preceding; has passed qualifying examination.	33 33 p. month.
Miss Armstrong	Sept., 1891..	Same duties as preceding; has passed preliminary examination.	33 33 do
<i>Examiners' Div.</i>			
J. Thomson.	June, 1887..	Guardian of model room.	600 00 p. annum.
T. Morgan.	Nov., 1888..	do do	600 00 do
R. E. Armstrong.	July, 1890..	do do and assists in repairing models.	1 25 per day.
<i>Records and Engrossing Division..</i>			
H. Ross.	Dec., 1879..	Engrossing and filing patents.	2 50 do
T. B. Bassett.	Sept., 1890..	do do	1 50 do
J. Kilgallin.	March, 1890..	do do	400 00 p. annum.
Mrs. Morency.	July, 1887..	do do	1 25 per day.
Miss Dorion.	Nov., 1881..	do do	1 50 do

THE DEPARTMENT OF AGRICULTURE—*Concluded.*

Name.	Date of First Appointment.	Nature of Work.	Salary.
			\$ cts.
<i>Comparing Division.</i>			
G. Bourret.....	Dec., 1884..	Is engaged in comparing patents; has passed the preliminary examination.....	1 50 per day.
V. Doran.....	May, 1891..	Is engaged in comparing patents.....	1 00 do
<i>Publication of Patent Record.</i>			
M. W. Casey..	July, 1882..	Is engaged in preparing copy for <i>Patent Record</i> , furnishing such for press and proof-reading..	2 00 do
N. F. Boissoneault..	Sept., 1887..	do do.....	1 25 do
C. Judd.....	July, 1890..	do do.....	400 00 p. annum.
J. Bolland.....	Nov., 1887..	In charge of distribution of papers, stationery, &c.	50 00 p. month.
M. Dady.....	May, 1891..	Messenger.....	25 00 do

THE DEPARTMENT OF MARINE.

M. Lamouche.....	May 21, 1878	French translator and general business connected with correspondence branch.....	2 25 per day.
A. J. Horan.....	Dec. 1, 1891	Stenographer, typewriter and correspondence clerk.	2 25 do
R. G. Davis.....	do 21, 1891	do do.....	At rate of \$400 per annum.
C. F. Cox.....	Oct. 24, 1887	Architect, draughtsman, land-surveyor and assistant engineer.....	4 00 per day.
W. G. Lampey.....	June 14, 1881	Draughtsman.....	2 50 do
B. H. Fraser.....	Sept. 2, 1889	do.....	2 25 do
L. J. Burpee.....	Oct. 22, 1890	Stenographer, typewriter and corresponding clerk for chief engineer.....	1 50 do

N.B.—Officers employed in connection with Survey Georgian Bay:—Staff Commander, J. G. Boulton, R.N., paid when in office at the rate of \$10.70 per day, and on survey \$9.24 per day. Assistant, W. J. Stuart, \$1,250 per annum and board when afloat, and Assistant D. C. Campbell, \$900 per annum.

THE FISHERIES DEPARTMENT.

Name.	Date of First Appointment.	Nature of Work.	Salary.
			\$ cts.
T. W. Watson.....	Nov. 19, 1883	Typewriter.....	730 00 p. annum.
E. W. Gibbert.....	Feb. 18, 1884	In charge of fisheries revenue and assists generally in Accountant's Branch.....	547 50 do
M. C. Doyle.....	Jan. —, 1891	Acting Private Secretary to Minister of Marine and Fisheries.....	700 00 do

THE PUBLIC WORKS DEPARTMENT.

Name.	Date of First Appointment.	Position.	Salary.
<i>Secretary's Office.</i>			¢.
T. W. Keir	Aug. 19, 1879	Mail clerk	3 00 per day.
F. X. R. Saucier	Sept. 8, 1879	Law do	3 00 do
H. G. Guppy	June 15, 1880	Indexing clerk, Record Room.	2 75 do
F. Gingras	Oct. 31, 1881	Assistant in Law Clerk's office.	3 00 do
L. H. Colman	July 1, 1882	In charge of printing, advertising, &c.	2 50 do
R. C. Desroches	Oct. 19, 1885	Stenographer to Minister.	2 75 do
P. Prud'homme	Jan. 1, 1886	Keeping account of copying done outside	1 75 do
Thos. M. Doody	Mar. 2, 1886	Assistant to Archivist, &c.	2 25 do
J. E. Desjardins	Aug. 2, 1886	Assistant in Mail Room	1 75 do
O. Durocher	Mar. 30, 1887	Copyist	1 50 do
A. Rouleau	Sept. 6, 1886	French correspondent	1 75 do
M. Panet	Oct. 4, 1886	Journal clerk in Record Room	2 00 do
Jos. St. Denis	Sept. 12, 1887	Stenographer and copyist	2 00 do
Nap. Bélanger	Dec. 20, 1887	Distribution clerk, Record Room.	2 00 do
M. Belliveau	do 20, 1887	Copying clerk.	1 50 do
J. C. Cusson	April 26, 1888	Copyist and stenographer	2 25 do
Jos. Chalifour	Mar. 1, 1888	do	1 50 do
Ant. Drapeau	July 1, 1888	do	1 50 do
Oscar Chevrier	Sept. 8, 1888	do	1 25 do
Mrs. J. F. Hyndman	do 11, 1888	Typewriter	2 00 do
L. G. Long	Oct. 1, 1888	Writer in Law Clerk's office; in charge of attendance book.	2 00 do
John Delaney	Dec. 4, 1888	Copyist	1 50 do
M. McRae	July 1, 1889	In charge of Annual Report and statements	2 00 do
F. X. Gagné	Aug. 13, 1889	Copyist	1 75 do
Miss D. M. Morey	Oct. 1, 1889	Stenographer and correspondent	2 25 do
Didier Couture	do 10, 1890	Copyist	1 50 do
A. R. Parent	do 18, 1890	do	1 75 do
J. A. Chassé	Mar. 20, 1891	do	2 00 do
J. C. Moore	June 4, 1891	do	2 00 do
Gaston Smith	Dec. 1, 1881	Draughtsman	2 75 do
A. J. H. Russell	July 12, 1889	do (formerly employed in Crown Timber Office, Ottawa).	100 00 per month
C. Laframboise	Feb. 13, 1886	Storekeeper	2 25 per day.
A. Trudel		Translator (employed only from time to time as required).	0 50 per hour.
<i>Account Branch.</i>			
J. Bte. St. Laurent	Sept. 17, 1882	Issuing cheques, &c.	3 00 per day.
J. P. Woolsey	Feb. 19, 1883	Keeping records, &c.	2 50 do
H. C. Stevenson	do 1, 1886	do Journal certificates, &c.	3 00 do
J. B. E. Bidard	do 18, 1886	do personal ledger, L. C. cheques.	2 50 do
A. Hardy	do 11, 1889	do works ledger.	2 25 do
H. Lyons	Jan. 11, 1890	Checking accounts, &c.	1 75 do
John Gordon	July 8, 1890	Keeping works advertising ledger.	2 00 do
Ernest Dionne	do 1, 1881	do application ledger L. C.	88 33 per month
J. A. Morin	Aug. 11, 1881	Preparing returns, &c.	1 50 per day.
<i>Chief Engineer's Office.</i>			
L. Coste	1884	Acting Chief Engineer.	250 00 per month
F. M. Hamel	May 1, 1867	Assistant Engineer.	5 50 per day.
E. D. Lafleur	Sept. 27, 1881	do	4 00 do
G. L. Bouchier	June 10, 1890	do	4 00 do
J. H. Roy	Oct. 18, 1879	Draughtsman	2 75 do
E. Smith	do 18, 1879	do	2 75 do
W. B. Snow	June 5, 1880	do	4 00 do
N. Moffette	Jan. 25, 1882	do	2 75 do
J. A. Chabot	Dec. 6, 1882	do	2 00 do
V. Bélanger	Feb. 17, 1883	Auditing accounts, &c.	2 25 do
Jos. Aubé	Mar. 19, 1883	Draughtsman	3 00 do
J. DesRivières	Feb. 1, 1884	do	2 25 do
P. Drapeau	Aug. 2, 1884	do	2 50 do

THE PUBLIC WORKS DEPARTMENT—Continued.

Name.	Date of First Appointment.	Position.	Salary.
<i>Chief Engineer's Office.</i>			\$ cts.
A. E. B. Lane	Sept. 13, 1887	Draughtsman	2 50 per day.
Israel Marion	May 14, 1888	do	2 75 do
E. Juneau	Jan. 29, 1889	do	1 00 do
J. W. Fraser	June 3, 1889	do	2 25 do
Chas. C. Hampshire	Nov. 1, 1889	Correspondent	2 00 do
J. Robitaille	1874	Map moulder	45 00 per month
<i>Chief Architect's Office.</i>			
D. Ewart	May 16, 1871	Assistant Architect	2,500 00 a year.
E. A. Mara	April 27, 1863	do	95 00 per month
J. W. H. Watts	July 1, 1874	do	1,800 00 per an.
W. R. Billings	Mar. 11, 1872	do	129 16 per mo.
J. Bowes	Sept. 18, 1856	Superintending Architect of penitentiaries	2,160 00 per an.
J. P. M. Lecourt	June 25, 1880	Architect	2,000 00 per an.
J. B. Lamb	Dec. 27, 1883	Draughtsman	90 00 per mo.
John Shearer	June 7, 1875	Inspector of work, &c	100 00 do
L. J. McLaughlin	Oct. 13, 1879	Correspondent	100 00 do
F. L. F. Taylor	Sept. 1, 1880	Draughtsman	1,000 00 per an.
J. Warwick	do 1, 1881	Translator, &c	2 25 per day.
J. W. Jordon	do 8, 1881	In charge of accounts	3 00 do
L. Charron	May 23, 1882	Draughtsman	3 00 do
C. Tressider	Aug. 1, 1882	Copying Clerk	67 50 per mo.
F. X. Paquet	May 23, 1883	Draughtsman	1,000 00 per an.
T. W. Fuller	Jan. 10, 1885	do	800 00 do
S. J. Richard	Aug. 12, 1886	Copyist	2 25 per day.
Chambord Beaudry	do 19, 1889	Draughtsman	1 75 do
Chas. F. Chaloner	Nov. 1, 1883	Assistant Engineer, &c	2 50 do
H. J. Friel	do 1, 1883	Computing clerk and draughtsman	2 25 do
A. Dostaler	July 4, 1887	Checking clerk, &c	2 00 do
E. R. Lafleche	Sept. 8, 1887	Copyist	2 25 do
Alf. Gaudet	Feb. 24, 1888	do	1 50 do
<i>Mechanical Engineer's Office.</i>			
Wm. King	Dec. 26, 1878	Assistant Mechanical Engineer	100 00 per mo.
E. B. Godwin	Mar. 19, 1880	Clerk	87 50 do
C. Robinson	Nov. 3, 1883	do and draughtsman	87 50 do
J. S. King	do 14, 1887	do do	45 00 do
<i>Telegraph Service.</i>			
F. N. Gisborne	May 1, 1879	Superintendent	3,000 00 per an.
D. H. Keely	Mar. 1, 1882	Assistant Superintendent	1,500 00 do
Robert Keely	April 13, 1891	Clerk	2 00 per day.
<i>Messengers, Permanent.</i>			
E. McG. DesRivières	Dec. 13, 1886	Messenger (employed the greater part of the time as copying clerk)	435 00 per an.
Victor Lepage	do 11, 1888	Messenger (employed the greater part of the time as copying clerk)	397 50 do
<i>Extra Messengers.</i>			
Henri Turcotte	1875	Messenger	32 50 per mo.
André Bray	Jan. 21, 1882	do	41 60 do
F. X. Lavigneur	Oct. 27, 1885	do	1 50 per day.
David Scrim (sick since Dec., 1891)	do 1, 1887	do	1 25 do
David Ladouceur	July 14, 1879	do	41 67 per mo.

THE PUBLIC WORKS DEPARTMENT—*Concluded.*

Names.	Date of First Appointment.	Position.	Salary.
<i>Extra Messengers.</i>			\$ cts.
J. Laframboise (sick since Jan., 1892) . . .	Nov. 5, 1889	Messengers	1 50 per day.
E. W. Borbridge . . .	May 17, 1890	do	1 00 do
Joseph Blain de St. Aubin	Mar. 17, 1891	do	1 00 do
Napoléon Potvin . . .	Dec. 5, 1891	do	1 25 do
Jas. Gordon McGregor	April 6, 1891	do	20 00 per mo.

DEPARTMENT OF RAILWAYS AND CANALS.

<i>Chief Engineer of Railway Branch*</i>			
Marcus Smith	Nov., 1879	Inspecting Bridge Engineer	4,500 00
Thomas Ridout	May, 1875	do Engineer	2,800 00
F. J. Lynch	July, 1881	Engineer in charge of office	2,700 00
E. V. Johnson	Nov., 1871	Draughtsman	1,620 00
Arthur Dale	do 1879	Recorder of plans, Insptg. Engineer's office	912 50
C. W. Ross	Aug., 1888	Recording clerk, Government railways	912 50
J. L. Dakin	Mar., 1883	do do	912 50
P. F. Deslauriers	June, 1887	Recording clerk, general on railways	450 00
S. R. Loftus	Oct., 1890	Clerk and messenger	450 00
<i>Chief Engineer of Canals Branch.</i>			
R. C. Douglas	May, 1871	Hydraulic Engineer	1,824 00
J. B. Spence	Nov., 1876	Engineer	2,000 00
G. A. Mothersill	May, 1873	do	1,600 00
G. J. Desbarats	Aug., 1879	do	1,260 00
W. L. Leslie	Feb., 1889	do	1,260 00
A. Hamel	Jan., 1879	Draughtsman	900 00
Mrs. E. S. Almon	Dec., 1883	do	732 00
H. E. Baine	Jan., 1885	do	720 00
Miss L. Williams	Dec., 1885	do	720 00
J. R. Chamberlain	Nov. 1878	Clerk	912 50
R. W. Brecken	Dec., 1881	do	912 50
<i>Copyists.</i>			
Miss Graham	Mar., 1883	Copyist	540 00
Miss Martineau	Dec., 1884	do	540 00
Miss Currie	Jan., 1887	do	540 00
J. A. Bonneville	Mar., 1887	do	540 00
Miss Baine	July, 1889	do	540 00
Mrs. Boulay	Feb., 1890	do	540 00
Mrs. Cummings	Nov., 1890	do	540 00
Miss Steacy	May, 1891	do	540 00
Mrs. Grafton	do 1891	do	540 00
Miss Short	Aug., 1884	Copyist, Ry. Committee Privy Council	540 00
Mrs. MacIvor	Feb., 1890	do do	540 00
<i>Canal Records.</i>			
E. C. Wright	Dec., 1889	Journal clerk	540 00
<i>Correspondence.</i>			
T. C. Watson	Sept., 1880	Correspondence	912 50
F. H. T. Vieth	Feb., 1883	do	912 50

*For details of Railway Branch with date of first appointments see next page.

DEPARTMENT OF RAILWAYS AND CANALS—*Concluded.*

Name.	Date of First Appointment.	Nature of Work.	Salary per Annum.
<i>Contracts and Leases.</i>			\$ cts.
M. Desjardins	Feb., 1880	Copyist	912 50
M. O'Neil	Mar., 1883	do	912 50
<i>Accountants Branch.</i>			
A. Crawley	April, 1882	Issuing cheques, keeping ledger, &c	912 50
P. D. Doran	Nov., 1890	Checking accounts, pay-lists, &c	730 00
<i>Collection of Canals Revenue.</i>			
M. McKinnon	Dec., 1880	Posting returns into statistical ledger	912 50
J. E. Fortier	Nov., 1889	Copyist	540 00
Miss Bourett	do 1890	Posting returns into statistical ledger	540 00
Mrs. Jolivet	do 1890	do do	540 00
W. W. Campbell	May, 1891	Copyist	547 50
<i>Messengers.</i>			
Joseph Martineau	Sept., 1889	Extra messenger	365 00
T. E. Deslauriers	Feb., 1891	Packer	365 00
R. S. Gaisford	May, 1891	Extra messenger	187 50

Marcus Smith	1868	His duty is to examine plans of bridges proposed to be erected on subsidized railways, and plans of bridges erected on railways asking authority to be opened for public traffic, calculating the strains and stresses and reporting to the Chief Engineer and General Manager of Government Railways, as to whether or not they are, as regards strength and safety, up to the standard required by the Government regulations, and if not, in what respect, making suggestions. He also occasionally makes inspections of railways when the other engineers are fully engaged.
Thomas Ridout	1875	His duty is to inspect subsidized railways, railways for which application has been made for opening for traffic, railways and railway bridges out of repair. The crossings of one railway by another. The crossings of highways by railways, &c., in fact he is a general Inspector. He reports the results of his inspections to the Chief Engineer and General Manager of Government Railways, and the examination of plans for expropriations, &c.
F. J. Lynch	1869	Has charge of all matters in connection with the construction of railways by the Government, the construction of which is now completed; but a number of contractors have preferred claims which are not disposed of. He also makes inspections of railways at times when the Inspecting Engineer is so fully engaged that he has not time to overtake the work.
E. V. Jolicœur	1869	Attends to getting up the Railway Statistical Map of Canada; maps for the Minister's Annual Reports, and plans and maps required from time to time by the Department.
Arthur Dale	1879	His duty is the filing and recording of plans and profiles of railways and railway works, and the producing them at all times when called for.
J. L. Dakin	1883	His duty is to record the outward correspondence in connection with the Government Railways, averaging about 8,000 letters each year, and otherwise assisting with the office work.
Chas. W. Ross	1888	His duty is to back and record the inward correspondence in connection with the Government Railways, averaging about 4,850 letters each year, to make searches for information from correspondence when called upon to do so, and otherwise assisting with the office work.
Patk. Deslauriers	1887	His duty is to back and record the inward correspondence and to record the outward correspondence of Railways General (that is to say not Government Railways) averaging about 2,000 letters each year, he is also used as a typewriter, copying clerk and otherwise assisting with the office work.
J. R. Chamberlin	1878	His duty is that of a copyist of deeds and correspondence.
Sidney Loftus	1890	His duty is that of going messages, and type writing corresponding clerk in connection with the Chief Engineer and General Manager's Office.

LIBRARY OF PARLIAMENT,

OTTAWA, 14th January, 1892.

SIR,—With reference to your circular letter of date 13th January concerning the number of temporary employees, I have to report that we have at present no temporary clerks on our staff, and have had none since the close of the last session.

I am Sir,

Your obedient servant,

J. H. FLOCK, Esq.,
Secretary
Civil Service Commission.

MARTIN J. GRIFFIN.

APPENDIX B.

The deputy heads of the several departments having, in the month of February, been requested to furnish a simple and comprehension view, as to the service *in Ottawa*.

First.—Of the work done by the department in their various branches.

Second.—Of the staff of officers, clerks and messengers engaged in performing it.

Third.—Of the cost of the same.

The following statements were received by the commission :—

PRIVY COUNCIL DEPARTMENT.

Work carried on, 1891.	Persons Employed in 1891.	Cost.
General Superintendence.....	1 Clerk of the Privy Council, Mr. John J. McGee	\$ cts. 3,200 00
	1 Assistant Clerk (vacant since 1887) Mr. J. Pope assumed duties November, 1891	2,400 00
	1 Clerk of the Crown in Chancery, Mr. S. Chapleau	2,400 00
Registers—		
Number of entries		3,652
Work furnished by department..		5,451
Orders in Council—		
Number of Orders.....		2,935
Folios		11,500
Reference to departments.	17 clerks	16,000 00
Copies of Orders in Council sent out.		7,000
Correspondence, number of letters...		1,357
Copying—		
Folios copied		86,856
Hours comparing.		1,200
Miscellaneous work	7 clerks	9,000 00
Private secretary	1 clerk	600 00
Messengers	5	2,500 00
Contingencies, stationery, &c.....		8,000 00
		44,100 00

(Sgd.) JOHN J. MCGEE.

29th February, 1892.

DEPARTMENT OF JUSTICE.

Work carried on.	Persons Employed.	Annual Cost.
		\$ cts.
<i>Department Proper.</i>		
Reports annually upon all Provincial Legislation, including that of the North-West Territories.....	1 deputy head..... 1 accountant..... 12 clerks..... 3 messengers.....	23,262 50
Drafting Bills to be submitted to Parliament by the Government, and advising in connection therewith.....		
Advice, both verbal and written, given to departmental heads and officers on matters of law. (In 1891 there were some 1,850 written opinions.).....		
Drafting and approval of all instruments issued under the Great Seal, of leases, agreements, commissions, &c., and generally of all legal instruments to which the Crown or any Minister or department is a party.....		
Examination of all bonds of public officers (370 in 1891).....		
Superintendence of the administration of justice in the North-West Territories.....		
Applications from convicts for remission of sentences disposed of, averaging 380 yearly.....		
Conduct of extradition proceedings.....		
Taxation of accounts for legal services, say 580 yearly.....		
Conduct of all litigation for and against the Crown (260 cases in 1891).....		
<i>Penitentiary Branch.</i>		
Superintendence of five penitentiaries and the Regina Gaol.....	1 inspector..... 1 accountant..... 1 clerk..... 1 messenger.....	6,400 00

THE DEPARTMENT OF MILITIA AND DEFENCE.

The Deputy Minister and the Correspondence Branch.

The deputy is the permanent head of the department. The deputy minister, by the Minister's authority, has the approval of all financial matters and claims within departmental jurisdiction and the communication of all departmental decisions upon matters submitted by the General Officer Commanding, and the respective officers of the Store and Pay Branches, the Architect of the Engineer Branch and the Superintendent of the Cartridge Factory.

In this office are also drawn up the reports to the Privy Council, and *résumés* of important cases from time to time under consideration, in addition to the usual correspondence with officers of the department and military branch and the public, upon matters such as pay, transport and subsistence, contracts for supplies, claims for compensation in cases of wounds or injuries received on militia service. The translation into French of the general orders is also made in this branch. The annual departmental report to Parliament is here compiled and printed.

The system of registration and index of correspondence here used met with the marked approval of the members of the Civil Service Commission in 1880.

This branch comprises the following officers:—

1 deputy minister.....	Salary. \$ 3,200
1 chief clerk.....	1,800
1 secretary.....	1,500
4 clerks (one the Minister's private secretary).....	4,900
1 messenger.....	500

Total.....\$11,900

The Accountant Branch.

From this branch payments for militia service are made, and all expenditures controlled, subject to the approval of the deputy minister (who combines with that office the functions of paymaster general to the militia force) all warrants for expenditure requiring his approval and signature before they become effective.

The duties of the branch are various, and as in the case of every portion of the department of ever increasing importance as the permanent corps and educational establishments have been created and added to, entailing great care in checking and regulating the accounts for pay, maintenance and subsistence. To these duties have been added the responsibilities connected with the accounts for repairs and maintenance of military works and buildings, transferred from the Department of Public Works, which formerly made all such payments.

The militia paymasters of the respective military districts receive their instructions directly from the deputy minister of Militia and Defence. Bank credits signed by the deputy minister and countersigned by the accountant, are issued to these officers from time to time, for the payments of which it becomes their duty to make. The claims for all militia services are rendered by the paymasters, and require the recommendation of the senior staff officer of the district; they are then forwarded to the Accountant Branch for audit and authority before any payment can be made, except for the actual pay of the force, where rates of pay are defined by regulations and orders; all militia expenditure is thus kept closely under the control of the department. The estimates for Parliament, for militia services are also drawn up by the accountant under the deputy minister's direction.

The following is the staff of officers employed in this branch:—

1 chief clerk (accountant), salary	\$ 2,400
6 clerks	7,200
1 messenger	500

Total..... \$10,100

Store Branch (No. 1.)

The director of stores and keeper of militia properties is responsible for all militia stores, clothing, munitions of war and militia properties entrusted to his charge.

There are superintendents of stores in each of the military districts, who have charge of the stores, and of all military buildings, magazines, &c., not in actual occupation by the Military Branch of the service. These superintendents act upon all requisitions for issues and return of military stores, when duly approved by the deputy minister; and they render monthly reports of the same to the department.

The Store Branch is likewise charged with the care of Military Lands, together with their plans and leases, and the collections of the rents of the numerous properties not in military or departmental occupation which are leased to individuals or corporations.

The preparation of forms of tender and contracts for the supply of clothing and other military stores now procured in Canada also appertains to this branch together with the supervision of the inspection of the articles when received from the contractors. The inspection reports and claims for payment for the same are duly submitted to the deputy minister for approval and final action.

Records are kept in this office showing the daily correspondence of the branch and all articles received and issues made during the year.

A report is submitted annually for incorporation in the printed report of the department.

The office staff is as follows:—

1 chief clerk, director of stores, salary	\$,3000
5 clerks	6,400

Total..... \$9,400

Store Branch (No. 2.)

The director of stores and keeper of militia properties is responsible to the Minister of Militia and Defence for all clothing, militia stores and properties committed to his charge, and under whose authority he acts with regard to their safe keeping, issue and disposition.

He provides for local purchases, and the repairs of stores in his charge, the same having been previously authorized by the Minister of Militia, under an expenditure requisition.

Dominion stores, buildings and magazines are available at the headquarters in each military district for the safe keeping of military stores and ammunition held in reserve for issue. These buildings and magazines are in charge of the superintendents of stores, who have competent store-keepers and storemen under them.

Superintendents of stores are subordinate and immediately responsible to the director of stores, and act under his orders in relation to the public stores and their issue when duly authorized by the Minister of Militia.

All clothing and stores received from contractors are inspected on the receiving floors of the store buildings of the stations where the deliveries are ordered to be made.

The inspectors are required to see that the supplies are properly compared with the sealed patterns and specifications, and are held responsible for the quality of the articles they may pass.

After each inspection a report is made by them giving numbers and descriptions of articles passed, the number of articles rejected, with reasons for such approval or rejection in each instance.

All articles delivered into the receiving store are at the risk of the contractors until they have been inspected and approved, articles passed as being in accordance with sealed patterns are taken in charge and made available for issue, rejected articles are returned to contractors at their expense.

Stores supplied by local contractors under authority from headquarters, are subject to inspection by a board of officers to be assembled for the purpose by the deputy adjutant general of the respective stations who report upon the quality of the articles contracted for, when notified by the superintendent of stores, that such board is required.

The issue of clothing and military stores are invariably made upon approved requisitions forwarded through the deputy adjutant general of the respective districts to the Adjutant General at headquarters, which when recommended by him are submitted for final approval of the Minister of Militia.

In case of emergency by reason of any corps of militia being required for immediate service, the deputy adjutant general of the district may make an emergent requisition upon the superintendent of stores at his station for the issue of the articles required, the deputy adjutant general is held responsible that the issue of the articles was absolutely necessary and warranted by the emergent nature of the service, the circumstances to be specified on the face of the requisition. When the issue has been made the superintendent of stores reports it immediately to the director of stores, the requisition being forwarded with his monthly return of issues.

The superintendents of stores are required to enter in their daily journal everything received by them into store, classifying the articles as new, serviceable and unserviceable. In the same manner they enter in the daily journal of issues all articles issued upon approved requisitions. From the daily journals all articles so received and issued are posted into their store ledgers under respective heads.

Monthly returns are sent by superintendents of stores to the director of stores on the last day of each month: these returns are taken from the store ledgers, in which all receipts into store and issues therefrom must be shown and accounted for, the original vouchers for all receipts and issues are to accompany the monthly returns to headquarters with receipts attached. Returns of ammunition in magazines are similarly furnished on the last day of each month.

Superintendents of stores are held strictly responsible for all militia property committed to their charge, and are to take care of the same during the period the articles remain in store.

Except upon regular authorized requisitions in writing from the proper authority specifying what is required to be issued, and for what service, no article is to be delivered out of store or exchanged for others on any pretext whatever, receipts are invariably taken for all articles delivered by the superintendent of stores, he also notifies the deputy adjutant general of the district of the numbers of each article issued from time to time in their respective districts.

The delivery voucher forwarded with the articles is invariably to be attached to the monthly return in which articles received are shown for the first time.

When a transfer of the charge of stores from one superintendent of stores to another takes place, a complete stock-taking of all stores in charge of the officer to be relieved will be made in order that his responsibility may be determined and the articles for which the superintendent of stores, taking over charge, will be responsible may be ascertained.

An officer named by the Minister of Militia is to take the remains and to witness the transfer; he is assisted by the outgoing superintendent of stores or his representative, and by the incoming superintendent of stores, the former signs the inventory in acknowledgment of its correctness, the latter signs a receipt on same paper acknowledging his responsibility.

Annual boards of survey are held in each military district, consisting of the deputy adjutant general and the brigade major, with an officer of artillery when required. The superintendent of stores is present at all inspections, to assist in the examination of stores, and for explanatory purposes.

The duties of the Board are to ascertain the state and number of articles of stores and ammunition as shown and borne on the store ledger, the examination of all military and other buildings in militia charge, and to make an inspection of the ordnance and war-like stores in possession of the superintendent of stores, to report the state and condition of the buildings, stores and works, to furnish a list of such stores as the Board may consider obsolete and unserviceable, with a recommendation as to their disposal, together with a return of such articles, buildings or other works as may require repairs, showing the extent and nature of necessary repairs.

These Boards are held strictly responsible that accurate inventories are taken of the stock in charge, so that any loss or deficiency may be at once discovered and immediately reported.

Unserviceable stores condemned by Boards of Survey are usually sold by public auction when duly authorized by the Minister of Militia, the proceeds of such sales being placed to the credit of the Receiver General by deposit receipts.

Tenders for the supply of clothing and store supplies required in Canada are usually invited by public advertisements, the lowest tenders as a rule being accepted, the usual form of contract is then entered into with each contractor.

The tenders in all cases being opened in the presence of a Board of three officers of the department previously named by the Minister.

A schedule is then made up of all the tenders, signed by the members of the Board and submitted for action by the Minister.

Repayment issues for extra ammunition and other military stores are made under regulations, to officers of the militia upon the usual approval of the Minister of Militia, and deposit receipts for the value of such issues are made to the credit of the Receiver General.

Rents from tenants of military properties are received by the department and accounted for by deposit receipts to credit of Receiver General.

(Signed) J. MACPHERSON, Lt.-Col.,
Director of Stores.

The Engineer Branch.

This branch has charge of all works and repairs carried out on properties of the department, and through it is made the expenditure of the annual vote for maintenance and repair for such works.

Its staff is charged under the direction of the deputy minister, with the following duties :—

(a) The preparations of plans and specifications for new buildings and works, the erection of which in the first instance is still carried on under the Public Works Department though the responsibility for the due efficiency of these buildings when completed falls upon this branch, together with their subsequent maintenance in good repair.

(b) Preparations of plans and specifications for additions, alterations and repairs to all existing works and buildings, the branch being likewise responsible for the carrying out of the same.

(c) Preparations of annual estimates for alterations and repairs to military properties.

(d) The supervision of the several clerks of works employed as occasion requires, to carry out works under construction at a distance.

(e) The necessary correspondence in connection with the duties of the branch and the keeping of the Record Books.

(f) The checking and certifying of all accounts for construction and repairs.

(g) An annual report to the deputy minister for the departmental report to Parliament.

The staff of officers employed in this branch is as follows :—

One 1st class clerk, architect, salary	\$1,800 00
One 2nd. " assistant, salary	1,300 00
Total	<u><u>\$3,100 00</u></u>

Military Branch.

This branch consists of the Major General, who, in addition to the command of the militia, is charged with its drill and training, and all matters of discipline, and the Adjutant General who assists the general officer commanding, and acts on his behalf whenever the latter is absent from headquarters his duties being generally similar to those of the Adjutant General in the Imperial Service.

The correspondence of this office, which is the channel of communication with the whole of the militia force, including the Royal Military College and Permanent School Corps, is both important and voluminous, a complete system of register and index of all documents being kept. The following may be mentioned as showing in some detail the clerical work devolving on the office: consolidation and promulgation of regulations and orders for the militia, three complete editions of which have been issued since the Militia and Defence Act of 1868; the promulgation of all changes made therein, and additional regulations made, from time to time, in the *Canada Gazette*. Regulations have also been printed for the Royal Military College, and all the new School Corps as organized. The printing of all blank forms for the force and the various permanent establishments is here supervised, including examination papers for entry of candidates, and those during the educational course up to graduation. Registers of the active and reserve militia are here kept, with a very careful record of all changes therein, which also involve considerable correspondence previously to their publication in General Orders in the *Gazette*, together with the issue and registration of all Militia Commissions. The Annual Militia List is here compiled, and periodical corrections made of the same as printed in the Imperial Army List.

The North-West Rebellion specially augmented the work and correspondence of the Adjutant General's Office, the work necessarily continuing long after the suppression of the outbreak and down to the present time ; all the certificates of service for the issue of land warrants by the Department of the Interior to those who served, having, amongst other things, to be searched out and prepared here.

The headquarters staff comprises :—

One Major General, commanding the Militia.....	\$4,000
One Aide-de-Camp.....	1,000
One Adjutant General.....	3,200
6 clerks (including one vacancy).....	7,200
One messenger and one packer.....	1,000
Total	\$16,400

SECRETARY OF STATE DEPARTMENT.

Work carried on.	Persons Employed.	Cost.
<i>Correspondence Branch.</i>		\$ cts.
The General Superintendence of the department, and the correspondence of the same, embracing, in addition to reports to Council, &c., &c., of a general nature, the following subjects :—	1 deputy head.....	3,200 00
	1 chief clerk.....	1,950 00
	1 accountant.....	1,600 00
Despatches between the Dominion and Provincial Governments ; all petitions addressed to the Governor General, "The Canada Temperance Act," "The Companies Act," "The Civil Service Act," "The Act respecting Commissions to public officers," "The Electoral Franchise Act" (involving constant communication with over 200 revising barristers) ; pardons and remissions of penal sentences ; returns to Parliament ; the interchange of official publications with the Imperial Government, &c., &c.	11 clerks.....	10,847 50
Total cost		17,597 50
<i>Registry Branch.</i>		
The registration in full of all proclamations, writs, land grants, leases, charters, commissions, bonds to public officers, and other such documents issued by the Government.	13 clerks.....	14,500 00
The engrossing of all commissions, charters, deeds, and other documents of a like character.		
<i>Records Branch.</i>		
The care and preservation of all State records not specially transferred to other departments, the files of the departments since Confederation, and official publications of all kinds.	1 chief clerk (keeper of records).....	2,400 00
Classification of old records of the late Province of Canada.	4 clerks.....	2,170 00
Total		4,570 00
<i>Messengers</i>	5 messengers.....	2,590 00
Totals	37 officers, clerks and messengers	39,257 50

March 3rd, 1892.

PUBLIC PRINTING AND STATIONERY DEPARTMENT.

Work carried on.	Persons employed.	Cost.
		\$ cts.
General superintendence.	1 deputy head	3,200 00
	1 accountant	1,050 00
	5 clerks	3,570 00
	2 messengers	544 00
	1 caretaker	600 00
	3 carters	2,160 00
	Total	12,024 00
Printing branch.	1 acting superintendent.	1,450 00
	4 clerks	3,536 00
	369 operatives.	
	Total	4,986 00
Stationery branch	1 acting superintendent.	1,300 00
	10 clerks	6,920 00
	2 messengers	420 00
	4 packers and storemen.	1,356 00
	Total	9,996 00
Advertising audit.	2 clerks.	1,880 00
Canada Gazette.	1 clerk.	1,095 00
	1 messenger.	500 00
	Total	1,595 00
Parliamentary distribution	2 clerks.	1,824 00
	1 packer.	456 00
	Total	2,280 00
Publications ..	2 clerks.	1,980 00
		Per month.
Voters' Lists.	3 proof-readers	201 04
	2 copy holders	80 00
	1 packer	38 02
	Total	319 06

INTERIOR DEPARTMENT.

Work Carried on.	Persons Employed.	Cost.	Total.	Remarks.
		\$ cts.	\$ cts.	
General superintendence.	1 deputy head	3,200 00	11,650 00	Under this head are included those whose duties are particularly comprised in general superintendence of the whole work of the department, together with the clerks personally attached to them: the deputy head having the full control and management of all the work, general and financial, the secretary being next in charge to the deputy head, and exercising a similar general control, and the accountant having general charge of all the accounts and financial work of the department.
	2 clerks	1,900 00		
	1 secretary	2,800 00		
	1 clerk	450 00		
	1 accountant.....	2,100 00		
	1 clerk	1,200 00		
Minister's Work.	1 private secretary	2,000 00	2,650 00	Employed on Minister's correspondence exclusively.
	1 clerk	650 00		
Correspondence and Records.	1 assistant secretary.....		1,800 00	In immediate charge, under the secretary, of the correspondence of the department, including incoming and outgoing letters, amounting for the departmental year ending 31st October, 1890, to 72,208 letters, with 18 Land agencies, 5 Crown Timber agencies, 5 Registration districts, North-West Territories and Keewatin Governments, Ordnance Lands agents and School Lands Branches, as well as the general correspondence with the public. Including shorthand and typewriters, copyists, comparers and mailing clerks, copyists also being employed in writing patents. Engaged on registration, recording and filing of all correspondence received in the department.
	21 correspondence clerks.	14,344 00	24,944 00	
	11 record clerks.....	8,650 00		
	3 stationery clerks.....	1,950 00		
Accounts.....	1 assistant accountant....	1,700 00	5,772 32	In charge, under the accountant, of all accounts for inside and outside service, including receipts and disbursements of every kind, on Civil Government, Dominion Lands chargeable to Income, Dominion Lands chargeable to Capital Account, Government of the North-West Territories, Government in the District of Keewatin; issue of North-West Half-breed, Manitoba Supplementary Half-breed, Original White Settlers and Half-breed Heads of Families, Commutation Hay, Colonization and Military Bounty Scrip, &c. The total revenue for the fiscal year ending 30th June, 1890, was \$454,326.52, and the total expenditure for the same period was \$551,163.73.
	5 clerks	4,072 32		
Topographical Surveys.	1 surveyor general	2,600 00	34,561 96	In charge of Dominion Lands, topographical, exploration, outline and subdivision surveys; determination, correction and plotting of same; lithographing and printing of survey plans, and of instructions for specification of timber berths, &c.
	1 chief astronomer.....	1,850 00		
	1 chief inspector of surveys.....	1,825 00		
	31 clerks	28,286 96		
	Carried forward.....		81,378 28	

INTERIOR DEPARTMENT—*Concluded.*

Work Carried on.	Persons Employed.	Cost.	Total.	Remarks.
		\$ cts.	\$ cts.	
	Brought forward.....		81,378 28	
Survey Records.	1 clerk in charge. 4 clerks.....	1,800 00 3,696 00	5,496 00	In charge of printed survey plans, original plans and field notes, and engaged in general draughting work of the department in connection with the administration of Dominion Lands as distinguished from the actual survey of the same.
Patents Branch.	1 clerk in charge. 1 assistant..... 15 clerks.....	2,150 00 1,400 00 13,738 32	17,288 32	In charge of records of entries and sales, agents' returns, examination of evidence in support of application for and the issue of patents, Half-breed scrip applications and examination of evidence of title thereto, and railway land grants; homestead and pre-emption entries for departmental year ending 31st October, 1890, numbering 3,326, and patents issued 3,273.
Timber, Mines and Grazing Lands Branch.	1 clerk in charge..... 4 clerks.....	1,800 00 3,309 76	5,109 76	In charge of issue of all timber, mining and grazing leases, hay permits, and collection of dues, revenues and royalties therefrom, amounting for departmental year ending 31st October, 1890, to \$125,378.12, and examination of returns of surveys of timber and mining berths.
Ordnance and Admiralty Lands Branch.	1 clerk in charge..... 2 clerks..... 1 geographer.....	1,800 00 2,400 00 	4,200 00 1,850 00	In charge of Ordnance and Admiralty lands throughout the Dominion, leasing and sale of same, and collection of rents and revenues; the sales for the fiscal year ending 30th June, 1890, amounting to \$66,181.36, and the cash receipts for the same period \$29,921.61.
School Lands Branch.	1 clerk in charge..... 1 clerk.....	1,400 00 900 00	2,300 00	Charged with draughting, compiling and preparation of all general maps issued by the department, such assistance as is necessary being obtained from the staff of the Topographical Surveys Branch.
Law Clerk....	1 clerk.....		1,500 00	In charge of all matters relating to disposal of school lands in Manitoba and the North-West Territories, and collection of revenue from sale and lease of same, amounting, for the departmental year ending 31st October, 1890, during which no general sale of these lands was held, to \$45,016.22.
Messengers...	6 messengers.....	2,600 00		Charged with examination as to validity and sufficiency of all deeds, assignments and other legal documents filed for record in the department; preparation of leases, transfers, &c.; in charge of matters connected with registration of land titles under the Territories Real Property Act, and preparation of returns for Parliament.
Carpenter...	1 house carpenter.....	720 00	3,320 00	1 messenger employed as mail despatcher; 1 with Surveys Branch.
	Total cost.....		122,442 36	Total number of persons employed, 126.

GEOLOGICAL SURVEY DEPARTMENT.

	\$	cts.		\$	cts.	
1. General Superintendence—						
1 deputy and director of surveys and museums.	4,000	00	5. Chemistry and Mineralogy—	1 chemist and assistant director.	2,200	00
1 secretary.	730	00		2 assistant chemists.	2,298	00
1 accountant	1,800	00		1 do mineralogist and lithologist	1,300	00
1 assistant accountant.	640	50		1 museum assistant.	1,150	00
				1 do and collector.	1,250	00
	7,170	50		3,198	00	
2. Explorations and Surveys—						
2 assistant directors.	4,500	00	6. Mineral Statistics and Mines—	1 superintendent and mining engineer	1,600	00
16 geologists and assistant geologists. .	19,448	50		1 assistant.	1,100	00
				1 surveyor.	1,098	00
	23,948	50		2 clerks.	1,372	50
<i>Duties.</i> —In the field during the summer; writing reports and constructing maps during winter.						
				5,170	50	
3. Botany and Natural History—						
1 botanist and assistant director . . .	1,950	00	7. Cartographical Branch—	1 geographer and chief draughtsman.	1,800	00
1 assistant botanist.	1,098	00		4 assistants.	4,230	00
1 taxidermist.	1,000	00			6,030	00
	4,048	00	8. Library and Sale and Distribution of Publications—	1 librarian	800	00
<i>Duties.</i> —Investigations in Natural History, &c., collecting and distributing botanical collections to educational institutions. (See annual summary report of the department.)						
				1 assistant librarian.	549	00
4. Palæontology—						
1 palæontologist and assistant director	2,250	00		1 typewriter and assistant in library..	457	50
2 assistant palæontologists (one of these is also artist, and makes all the drawings wanted by the department to illustrate reports).	2,500	00			1,806	50
2 museum assistants	1,766	00		1 photographer.	600	00
	6,516	00		1 resident housekeeper.	700	00
				1 messenger	817	50
				1 assistant messenger }	457	50
			1 nightwatchman.	785	00	
			1 carpenter.	549	50	
			1 assistant.	3,909	50	
			56 Total.	66,797	50	

Duties of the Deputy.

The deputy of Geological Department, besides the duties of general superintendence, directs the work in the several branches of the Museum. He personally reads and edits the Annual Volume of about 1,000 pages, as well as the various reports in M.S. before printing. He inspects the work in the field, and makes personal examinations in order to acquire such knowledge as will alone enable him to corrolate and harmonize the views and work of the several Geologists in all parts of the Dominion.

This involves many thousand miles of travel, often of an arduous character, as last year in the Southern passes of the Rocky Mountains, and on the North Shore of Lake Superior, and in 1890 in West Kootenay and in South Western Nova Scotia.

Typewriter.

The typewriter does the whole of the typewriting for the department.

1 messenger and 2 assistants.

These perform various other duties. 1. Has charge of receipts and issues stationery, makes out requisitions for same. Receives, counts, makes up and addresses publications for distribution; he also mounts maps and has charge of postal stamps and both attend to the door and admission of visitors to the Museum at intervals.

Besides the foregoing there are 3 housemaids and 1 labourer paid by the Finance Department.

THE NORTH-WEST MOUNTED POLICE DEPARTMENT.

Work carried on.	Persons En.plied.	Cost.
		\$ cts.
The North-West Mounted Police consists of 53 officers, 1,000 non-commissioned officers and constables, and scouts to a number not exceeding 50, are employed as required. The force is divided into 10 divisions of 100 men each, and in addition to their duties of preservers of the peace generally throughout the Territories they patrol the frontier from the eastern to the western boundary of the North-West, a distance of 510 miles for the purpose of enforcing the customs regulations, and the liquor laws of the Territories.	1 deputy head.....	3,200 00
	1 1st class clerk.....	1,800 00
	1 2nd do.....	1,400 00
	3 3rd do.....	2,500 00
	1 messenger.....	420 00
	2 staff sergeants.....	1,095 00
	2 sergeants.....	912 50
	1 constable.....	273 75
	1 carpenter.....	511 00
	1 packer.....	457 50
	In Manitoba the frontier is also patrolled for 600 miles and customs laws enforced, and timber and hay dues collected for the Department of the Interior.	14	12,569 75
Assistance is rendered to the Indian Department in escorting the annual treaty moneys and preserving order during the payments as well as generally overlooking the Indians, more particularly the Bloods and Blackfeet in the southern portion of the Territories.		
In addition to the headquarters of the 10 divisions there are 68 outposts.		
Assistance is also rendered to the various lines of railways at present being constructed in the Territories.		
In the ranching country all ranchers and settlers are visited once a week in order to ascertain whether they have any complaints against Indians or others.		

DEPARTMENT OF INDIAN AFFAIRS.

Accountant's Branch.

The work done in this branch is as follows:—

Keeping the accounts, numbering 236, of the Indian Trust Fund, amounting to \$3,700,000. In addition to the above mentioned there are 275 individual accounts with Indians and 65 with superintendents and agents. The annual collections are about \$80,000; the interest accruing on invested capital and distributable amongst Indians is \$166,000, and the annual expenditure is \$300,000, entailing the audit of the accounts represented by that sum; the preparation of statements in detail of revenue and expenditure each month for the Auditor General, and of accounts current in detail semi-annually to the several bands of Indians interested in the Trust Fund; the monthly payment of Civil Government salaries, amounting annually to about \$49,000; the framing of estimates; the analysis of tenders; the preparation of contracts; and keeping accounts of the expenditure of Parliamentary appropriations for Indian purposes in Ontario and Quebec, Manitoba and the North-West Territories, British Columbia, New Brunswick, Nova Scotia and Prince Edward Island, amounting annually to \$1,175,469.

Lands and Timber Branch.

The work performed in this branch comprises the preparation and registration of surrenders of land to be disposed of for the benefit of Indians; the sale of such lands including the minerals and timber thereon, and the collection of the purchase money; the examination, entry and registration of all assignments of land; the issue and registration of crown grants; the issue of timber licenses and the collection of timber dues; the issue of location tickets to individual Indians in accordance with the provisions of the Indian Act, including location tickets for enfranchisement; the issue of lease and security bonds and the collection of rent; the examination of settlers' licenses issued by agents to purchasers of land and the collection of dues thereunder.

Registry Branch.

In this branch the mails of the department are opened, and the letters received are registered, placed on the proper files, and forwarded to the branches in which such action as may be necessary will be taken. It has the custody of all the records of the department, and the supervision of the indexing of registers and letter books.

The Stenographic Branch in connection with the office of the deputy head of the department.

To this branch is committed the preparation of memoranda to the Minister, reports to the Privy Council, and the writing of all semi-official and private correspondence. In addition to this is done a large part of the work which passes through the books of the correspondence branch, consisting of immediate and important official communications, etc. The branch also performs a considerable amount of precis writing and other similar work.

Correspondence Branch.

In this branch is conducted all the correspondence of the department, except that which emanates from the stenographic office under the immediate control of the deputy head. The number of letters drafted, transcribed and entered during the past year was 18,546.

Technical Branch.

The work in this branch comprises the following:—

Engineering.—Drawing of plans and specifications of bridges, wharves, roads, drains, culverts, &c., and the examination of similar work prepared by the engineers in the employ of contractors and others, and sent to the department with tenders for work to be done on Indian Reserves.

Architecture.—The preparation of plans, sections, detailed drawings and specifications of buildings for schools, for Indian council houses, for residences and offices for agents, and for farm and other employees; also, for store-houses, barns, blacksmiths' shops, root-houses, &c., and the examination of similar work when prepared by others and sent to the department.

Surveying.—Compiling, drawing and copying plans, reducing or enlarging the same as may be required; the examinations of returns of surveys, also the preparation of instructions for surveyors and giving descriptions of lands, computing areas, &c.

Accounts.—The examination, checking, &c., of accounts for work done in any of the above lines.

Miscellaneous.—The examination of contracts, reports, estimates and calculations in connection with tenders sent in.

Statistical, Supply and School Branch.

This branch has charge of the following work:—

The examination of quarterly returns received from industrial, boarding and day schools throughout the Dominion; the examination and preparation for payment of requisitions for salaries due to school teachers, and of annual grants to industrial and boarding schools, and furnishing all school material, stationery, and printed matter to such schools as are supplied therewith by the Government. In it also are filled all requisitions made for stationery and printed forms and books by officers in the outside service of the department, and it keeps in stock and supplies all printed forms and stationery required by officers at headquarters; the supervision and shipment of blankets for distribution to aged and infirm Indians in reserves in Ontario and Quebec, and the examination of the statements of the distribution of the same. The examination of all statements respecting supplies, cattle and implements issued to Indians in Manitoba and the North-West Territories, and of all inventories of Government property on hand at the various agencies throughout the Dominion. The examination and compilation of the Indian census returns for the Dominion, and of all agricultural and industrial returns.

The examination of returns of elections of chiefs and councillors, of monthly diaries sent in by superintendents and agents, and of all applications for repairs to school buildings. The arrangement for the annual report of the department, the annual reports of the superintendents and agents, and of the principals of industrial schools; to prepare the index for the annual report, and to forward the reports when completed to the outside officers of the department.

General Supervision.

In addition to the work performed in its several branches, the department has under its direct supervision one Indian Commissioner for Manitoba and the North-West Territories, one Indian Reserve Commissioner for British Columbia, six inspectors, five superintendents, eighty-one Indian agents and seven land agents. With most of these the department has direct correspondence, and with sixty-five of them accounts are kept at headquarters.

OTTAWA, 27th February, 1892.

DEPARTMENT OF INDIAN AFFAIRS—INSIDE SERVICE.

Work carried on.	Persons employed.	Cost.
		\$ cts.
General Superintendence.....	1 deputy head.....	3,200 00
	1 chief clerk and accountant.....	2,400 00
	1 assistant.....	1,475 00
	38 clerks.....	35,810 00
	1 chief surveyor and draughtsman.....	1,800 00
	1 inspector.....	1,800 00
	3 messengers.....	1,365 00
	1 pa. ker.....	500 00
	1 solicitor.....	400 00
		48,750 00

AUDITOR GENERAL'S OFFICE.

Work carried on.	Persons employed.	Cost.
		\$ cts.
<i>General Superintendence</i>	The Auditor General....	4,000 00
<i>Correspondence</i> , involving the opening and distributing to the Examiners the returns of revenues and expenditure; recording all correspondence, and typewriting and supervising outgoing correspondence; auditing revising officer's accounts, and supervision of examiners of election accounts.....	2 clerks.....	2,100 00
<i>Book-keeping</i> , involving the keeping of all the accounts of the Dominion, both revenue and expenditure; the banking accounts; the letter of credit accounts; preparing Auditor General's certificates for all payments, for letters of credit and for entries of account; a ledgerized precis of the Orders in Council received in the office; and the chief clerk acts for the Auditor General in the signing of certificates, cheques, &c....	4 clerks.....	4,850 00
<i>Audit of Expenditure.</i>		
The work of the Expenditure Branch may be divided into two parts, viz., Examination of Vouchers, and Analysis of Expenditure, for publication in Report.		

AUDITOR GENERAL'S OFFICE—*Concluded.*

Work Carried on.	Persons Employed.	Cost.
<i>Audit of Expenditure—Concluded.</i>		\$ cts.
<p><i>Examination of Vouchers.</i>—When passing through our hands the vouchers as they come in from the departments, <i>i.e.</i>, making the preliminary audit, the following are some of the points to which our attention is directed :—1. Has the expenditure been made? That is, are the receipts valid? 2. Was the expenditure legal, under Acts and Orders in Council relating thereto? 3. Is it charged to the proper vote? 4. Are the calculations correct? 5. There must be the certificates from the proper officers (namely, those having personal knowledge) that are required by Sec. 33 of the Audit Act: "Work done," "Materials received," and "Prices fair and just." Other special certificates are looked for according as they are prescribed. 6. If an account is old, explanations are required as to the delay in payment. 7. Care is taken to obtain a description of the quality of supplies, full enough to enable the analysis for publication to be of value. 8. If any prices appear to be unusually high, explanations are asked; and the certifying officer is required to repeat his certificate that the "Prices are fair and just," after his attention has been specially directed thereto.</p>		
<p><i>Correspondence with Departments.</i>—During the examination and audit described above, a large number of letters are drafted for the Auditor's approval and signature concerning any irregularities to be corrected, or further information required. The most important of these letters, particularly those involving any new general principles are published in the next report.</p>		
<p><i>Preparation of Report.</i>—This includes the classification of similar items occurring throughout the 12 months' expenditure; and the exhibition of the result in the manner thought to be most advantageous at the time for the particular account in hand. The salient points of the descriptions of the larger purchases are preserved, to enable the public, especially those dealing in the same line of materials, to judge of the fairness of the prices. Of late years more attention has been given to exhibiting the names and wages of employes than formerly.</p>	16 clerks.....	14,650 00
<p><i>Audit of Revenue.</i>—Involving the audit and examination of monthly returns from all collectors or officers collecting the public revenue. Different systems of audit are used as found best suited to the nature of the different classes of revenue. The main objects aimed at are to determine (1) that revenue has been collected in every case in which it should have been collected; that the amounts collected were the amounts which should have been collected; and (3) that all the revenue that was collected has come to account and as promptly as it should. The publication of more or less detailed statements in the Audit Report, with the corresponding proof-reading occupies about as much time as the auditing. A large volume of correspondence is carried on with the several departments, arising from the auditing of collectors' returns. Supervision is also exercised over the officer in charge of the banking accounts and bank deposit receipts. The necessary returns are not furnished by the collecting officers of certain departments and correspondence is going on with these departments and the Treasury Board in reference thereto. Further assistance is needed for this work and is been arranged for.</p>	2 clerks.....	3,250 00
S U M M A R Y.		
General superintendence	1	4,000 00
Correspondence.....	2	2,100 00
Book-keeping.....	4	4,850 00
Audit of expenditure.....	16	14,650 00
do revenue.....	2	3,250 00
Messengers.....	2	860 00
	27	29,710 00

17th March, 1892.

FINANCE DEPARTMENT.

Work carried on.	Persons Employed.	Cost, 1891-92.
		\$ cts.
1 Deputy Minister and secretary of Treasury Board.		4,200 00
1 Assistant deputy (the Superintendent of Insurance, who receives no pay as assistant deputy.)		
<i>Accountant (Dominion Book-keeper.)</i>		
<p>Has charge generally of all the accounts of the Dominion Government, particularly the details of all transactions relating to the public debt, charges of management, the seigniorial and contractors securities accounts, and the accounts and correspondence with the banks, respecting the Receiver General's accounts; the payments for the administration of justice, pensions and superannuations; the issuing of letters of credit and the adjusting of the books of the Finance Department with those of the other departments. He prepares for publication and supervises the printing of the Public Accounts and Estimates, and prepares the returns to Parliament and reports to the Minister and Deputy Minister respecting financial matters.</p>		
In 1890-91 the actual cash receipts and expenditures amounted to \$116,720,991.29, and the amount of debit and credit entries by entry certificate to \$140,909,195.40, making a total of book entries of \$257,630,186.69.	1 Chief clerk (Accountant.) 10 Clerks..... 1 Messenger	16,437 50 300 00
<i>The Comptroller of Dominion Currency.</i>		
<p>Has charge of the issue and redemption of notes and specie. These notes are received from the engravers at Ottawa and signed and sent to the several Assistant Receivers General offices, while all redeemed notes sent in by Assistant Receivers General are counted and destroyed. It is impossible to give in a limited space the amount of work done in this connection; but it may be indicated by saying that last year there were 500 bundles of small notes received from the engravers, which required 2,000,000 signatures, and each bundle had to be counted three times before being issued.</p>		
The Assistant Receivers General make weekly returns to the Comptroller, who prepares for publication each month in the <i>Canada Gazette</i> , a statement of the outstanding circulation and the specie and securities held to secure the same. The Comptroller also has charge of the vaults in the Finance Department and keeps all securities held in Canada in connection with insurance companies. The cutting off of the coupons is increasing very much, and it takes with other work from two to three weeks every month to send them to the various insurance companies. The following is a statement of the work during the year 1890-91:—	1 Comptroller. 10 Clerks	9,481 00
Notes received from engravers. \$ 3,625,000 00		
do issued to Asst. Receiver General. 4,194,000 00		
do returned to Ottawa for destruction. 2,975,000 00		
Bonds, &c., received from insurance cos.. 2,105,000 00		
Coupons detached from bonds held, also unmaturing bond		2,110,000 00
		\$ 15,009,000 00
Amount of notes and securities in vault of department, 1st March, 1892		\$ 22,470,000 00
<i>Savings Banks.</i>		
There are 39 agencies under control of department, distributed as follows: Nova Scotia, 24; New Brunswick, 10; Prince Edward Island, 2; British Columbia, 1; Manitoba, 1; Ontario, 1—representing 56,149 open accounts, distributed amongst 6	1 Chief clerk. 7 Clerks	9,751 50

FINANCE DEPARTMENT—Continued.

Work carried on.	Persons Employed.	Cost, 1891-92.
<i>Savings Banks—Concluded.</i>		
<p>clerks in proportion to the activeness of the accounts. These clerks' duties are to check carefully the returns sent in weekly by the agents, carefully comparing the vouchers of deposit, payment receipts, check the computed interest, notify the agents of errors, notify depositors of their first deposit, post the returns in the ledgers and summary book of the weekly work, balance proportion of ledger at the end of the financial year, and check the annual statements sent in by the agents and adjust discrepancies. Another clerk keeps the agents' ledger and cash books, showing the weekly transactions of each agency. He also prepares statements of daily receipts, as sent by the banks, and certificates of payments to recoup them, and checks letter of credit statement with cheques received from the banks.</p> <p>Balance due depositors 30th June, 1891..... \$17,661,378 07 Cash received, 1890-91..... 2,858,534 32 Cash withdrawn, including interest..... 4,443,892 89 Transferred to Post Office Department..... 389,169 28</p> <p>Yearly transactions (approximate number)..... 146,400</p>		\$ cts.
<i>Secretary.</i>		
<p>Conducts correspondence of department, prepares reports to Council, answers to references from Council to department, returns to Parliament of correspondence, &c., and generally performs all duties appertaining to the office of a secretary. He also has charge of the work connected with the Treasury Board. There were 1,707 references to the Treasury Board in 1890-91, and there will be fully 2,000 in 1891-92. Each case is entered in the register and a complete record kept of its disposal. Each case is examined carefully and objections noted. Minutes of the decisions of the board are prepared and sent to Council or to the department interested, and also copied in a minute book. No record is kept of the number of letters received by or sent from this branch. In addition to the above there is the necessary copying in letter books, filing away of papers, copying returns for Parliament and memoranda for the Minister, &c.</p>	1 Chief clerk, secretary, and 5 clerks.	6,694 50
<i>Accountant of Contingencies.</i>		
<p>Pays contingencies of departments under chapter 20, Revised Statutes of Canada (gross expenditure, 1890-91, \$230,429.63, exclusive of refunds and transfers), made up of 6,476 accounts, paid by 4,261 cheques and 18 bills of exchange; 1,944 registered letters sent out, accounts necessitated (besides general accounts) were detailed, accounts with 20 departments or branches, 99 travelling expense accounts, 18 petty cash accounts and separate accounts for 338 newspapers, showing dates of payment of subscription and to what date paid. He also has control (under section 11, chapter 20, Revised Statutes of Canada) of a staff engaged in cleaning, &c., departmental buildings, consisting of 1 superintendent of labour, 19 labourers and 73 charwomen, and in this connection has the direct expenditure of \$27,150 under the vote for "Departments Generally." In addition to his duties as Accountant of Contingencies, he keeps for the Department of Finance for the purpose of payment a record of the judges and pensioners and superannuated officers; makes out the monthly pay-list and writes out and distributes the cheques to the staff of the department, and he also keeps the newspaper subscription list of the department.</p>	1 Clerk.....	1,100 00

FINANCE DEPARTMENT—*Concluded.*

Work carried on.	Persons Employed.	Cost, 1891-92.										
<i>Statistics, Stationery, &c.</i>												
<p>The clerk in charge prepares for publication all returns under the Bank Act, viz.:—1. List of shareholders annually. 2. List of unclaimed balances annually. 3. Statement for <i>Gazette</i> monthly. He also makes a copy of the monthly statement for the deputy each month. Examines the returns to see that the banks comply with the law, and calls the attention of the deputy to any infractions and attends to such correspondence in relation to the above returns as does not require the signature of the Deputy Minister. He also prepares for publication in the <i>Gazette</i>, monthly, of the returns of the "City and District Savings Bank," Montreal, and "Caisse d'Economie," Quebec, and the returns of the transactions in the Post Office savings banks. He also prepares and publishes annually the report of the loan companies in Canada and conducts all correspondence connected therewith. He orders all stationery, printing and binding required by the department, or by the Assistant Receiver General, and attends to the filling of the orders and the distribution thereof. He audits the stationery accounts monthly; all the mail matter of the department, both incoming and outgoing, passes through this office.</p>	2 Clerks.....	\$ cts. 2,800 00										
<p>Minister's secretary..... Three messengers, in addition to one attached to accountant's branch.</p>	1 Clerk..... 3 Messengers.....	1,900 00 1,420 00										
<i>Insurance Branch.</i>												
<p>There are at present 93 insurance companies under the supervision of this office, 42 of which carry on the business of life insurance, 39 fire insurance, and the remainder consist of companies transacting marine, accident, guarantee, steam boiler and plate glass insurance. There is an annual inspection of the Canadian affairs of these companies at the head offices thereof in Canada. Once in five years all the Canadian policies of life companies are valued; of these there are now in force about 200,000. The following reports are issued annually, viz.:—1. A preliminary abstract of the business of Canadian life companies (this is issued about the end of January in each year). 2. A full abstract of all the insurance transacted in Canada for the previous year, compiled from the service statements made by the companies. (This is prepared and issued during the month of March in each year, or as soon thereafter as circumstances will permit). 3. A full report of all the business done in Canada, including the statements of the companies, list of their shareholders, &c., a full abstract and analysis of the various kinds of business transacted. The last one issued contained 445 pages. (This report is issued after the inspections have been made and all necessary corrections made in the statements of the companies). There are annually issued and distributed throughout Canada reports and abstracts, aggregating about 9,300, made up as follows:—</p>	1 Superintendent, 1 actuary, 2 clerks.	7,175 00										
<table style="width: 100%; border-collapse: collapse;"> <tr> <td style="padding-left: 20px;">Preliminaries</td> <td style="text-align: right;">2,000</td> </tr> <tr> <td style="padding-left: 20px;">Full abstracts.....</td> <td style="text-align: right;">2,000</td> </tr> <tr> <td style="padding-left: 20px;">Full reports.....</td> <td style="text-align: right;">2,600</td> </tr> <tr> <td style="padding-left: 20px;">Short reports</td> <td style="text-align: right;">2,700</td> </tr> <tr> <td></td> <td style="text-align: right; border-top: 1px solid black;">9,300</td> </tr> </table>	Preliminaries	2,000	Full abstracts.....	2,000	Full reports.....	2,600	Short reports	2,700		9,300		
Preliminaries	2,000											
Full abstracts.....	2,000											
Full reports.....	2,600											
Short reports	2,700											
	9,300											
<p>The amounts of deposits necessary are ascertained and proper steps taken to get them placed in the hands of the Receiver General, or in the hands of Canadian trustees. The securities held as deposits by the Receiver General, and by such trustees, are under the supervision of this office. At present such securities amount to upwards of \$22,000,000. The licenses of the companies are renewed annually.</p>												

INLAND REVENUE DEPARTMENT.

Work carried on, 1890-91.	Persons Employed.	—
Excise supervision of 12 distilleries,		\$ cts.
do do 66 malt houses,		
do do 136 breweries,		
do do 31 tobacco factories,		
do do 144 cigar do		
do do 14 bonded do		
Total	403	
Revenue accrued		6,785,937 00
Number of outside officers	300	
Cost of outside service		379,591 00
<i>Weights and Measures.</i>		
Number of weights and measures submitted for verification		200,605 00
do officers employed	67	
Revenue		33,362 00
Expenditure		72,305 00
<i>Inspection of Gas.</i>		
Number of meters presented for inspection		9,679 00
do tests for illuminating power, sulphur, &c		2,114 00
do officers	29	
Revenue		7,948 00
Expenditure		19,933 00
<i>Culling Timber.</i>		
Number of persons employed	22	
Revenue		20,177 00
Expenditure		28,600 00
<i>Adulteration of Food and Fertilizers.</i>		
Revenue		247 00
Expenditure		24,725 00
Number of samples examined and analyzed		3,104 00
Persons employed in inside service	1 Commissioner 3,200 00 1 Asst. do 3,200 00 1 Chief accountant 2,400 00 2 Asst. do 3,600 00 1 Secretary 2,150 00 1 Asst. do 1,550 00 11 Accountant's branch 14,600 00 4 Secretary's do 4,900 00 1 Private secretary 2,000 00 3 Messengers 1,320 00	
	26 Total	38,920 00

There is also the inspection of staple articles, such as wheat and other grain, flour and meal, leather and hides, fish and fish oils, pot and pearl ashes, for which about 188 inspectors are employed, who are paid by fees collected by themselves, according to tariff, but in respect of which the work of the inside staff is considerably augmented by correspondence, &c.

CUSTOMS DEPARTMENT.

Control and management of the collection of the duties of customs and of matters incident thereto, and of the officers and persons employed in that service.

Oversight of over 500 ports, outports and preventive stations, and of over 1,300 officers and employees collecting about \$24,000,000 of revenue annually.

Auditing of both the revenue and expenditure accounts connected therewith, including the examination and checking both as to rates and computations of entries of imports, some 500,000 in number.

Compilation of statistics as embodied in the annual trade and navigation returns.

Control of disbursements connected with the payment of authorized drawbacks, bounties and refunds.

Investigation and examination of evidence and the rendering of decisions in revenue seizures, an average of about 700 annually.

Decisions under Board of Customs as to disputed values and rates of duty.

Supervision of and conducting of correspondence incident to Customs laboratory work, covering an annual average of 3,000 tests (for year ending 31st December, 1891, over 4,500) of sugars, syrups, molasses, wines, &c.

Control of Chinese immigration, including registration of Chinese immigrants and residents, and the issue of books, forms, circulars, &c. (nearly 3,000,000 annually) required for the carrying on the work as above.

CUSTOMS DEPARTMENT—Concluded.

	Persons Employed.	Cost.
		\$ cts.
Executive branch	1 Commissioner (deputy head), who is also chairman of the Board of Customs and chief controller of Chinese immigration	\$ 4,000 00
	1 Assistant commissioner	2,800 00
	5 Clerks, stenographers and type-writers.....	4,900 00
		11,700 00
Account. do	1 Accountant.....	\$ 2,500 00
	9 Clerks, including 1 stenographer.....	9,950 00
		12,200 00
Statistical do	1 Chief clerk (superintendent).....	\$ 2,250 00
	8 Clerks	9,000 00
		11,250 00
Supplies	1 Clerk.....	\$ 1,500 00
	1 Packer.....	500 00
		2,000 00
Board of Customs.....	1 Secretary.....	1,200 00
Laboratory	2 Clerks.....	1,120 00
Chinese immigration.....	1 Clerk	550 00
	2 Messengers.....	830 00
	Total.....	40,850 00

NOTE.—The salaries of those employed as above in the offices of the Board of Customs, laboratory and Chinese immigration are chargeable to special votes and not to departmental appropriations, although their work is done in the departmental offices.

OTTAWA, 26th March, 1892.

POST OFFICE DEPARTMENT.

Work carried on.	Persons Employed.	Cost.
		\$ cts.
General superintendence of operations of department (which now controls 8,173 post offices), including opening and closing of post offices, appointments of postmasters and other officers, conveyance of mails, collection of revenue (amounting to \$2,500,000 for year ended 30th June, 1891), disbursement of appropriations (amounting to \$3,200,000 for year ended 30th June, 1891), examination of postmasters' accounts, investigation of mail losses, investigation of complaints respecting postal service or conduct of employees, framing of regulations, examination of reports by inspectors, correspondence with postmasters, inspectors and the general public in Canada, and with the foreign postal administrations comprised in the Postal Union; furnishing of blank forms, books, stationery, mail bags, uniforms and other supplies; receipt and disposal of dead and undelivered letters, issue of postage stamps.	1 Deputy head. 1 Secretary. 1 Accountant. 1 Supt. of printing and supply branch. 1 Supt. dead letter branch. 1 Supt. mail contract branch. 112 clerks. 5 Messengers. 20 Packers. 17 Temporary clerks. 2 Temporary messengers.	Total cost per month, as per pay-list for month of January, 1892.....
		11,796 24

DEPARTMENT OF AGRICULTURE—Continued.

Work carried on.	Persons Employed.	Cost.
<i>General Correspondence Division.</i>		
<i>Nature and extent of Work.</i>		
Registering and filing all letters received (with classified index) referring to general correspondence in detail above stated; writing and registering (with classified index) all letters sent to extent above stated; writing and dispatching reports and statements; keeping and distribution of stationery for whole department, and receiving and checking receipts of and distribution of departmental publications.	7 Clerks	6,409 50
	1 Caretaker (averaging 9 months).....	273 00
	Total	6,682 50
<i>Copyright, Trade Marks, &c., Division.</i>		
<i>Nature and extent of Work.</i>		
Correspondence in relation to copyrights, trade marks, industrial designs and timber marks; registering (with classified index) all letters received; comparing new applications with previous registrations; making précis of all letters sent; drafting, engrossing and forwarding all registrations of copyrights, trade marks, industrial designs and timber marks; keeping official registers of all acts of the division.	1 Registrar	1,800 00
	2 Clerks	1,175 00
	Total	2,975 00
<i>Accountant's Division.</i>		
<i>Nature and extent of Work.</i>		
Examination and audit of all payments under all the votes of the department (including experimental farms at Ottawa, Napan, Brandon, Indian Head and Agassiz) in the detail of services enumerated under the head of general superintendence.	1 Assistant accountant ..	700 00
	3 Clerks	1,824 00
	Total	2,524 00
<i>Statistical Division.</i>		
<i>Nature and extent of Work.</i>		
The statistics collected and compiled by the department; preparation of all forms for collecting census and other statistics; supervision of census compilation; compilation of the Statistical Year Book; supervision of census bulletins and other publications; correspondence relating to the census and special statistics.	1 Statistician	2,400 00
	1 Special statistician attached	1,400 00
	10 Clerks	7,370 50
	1 Caretaker	547 50
	Total	11,718 00
<i>Archives Division.</i>		
<i>Nature and extent of Work.</i>		
The collection, arrangement and keeping of historical archives of the Dominion, making précis of documents for reference; correspondence relating to obtaining archives; preparation of the annual report for Parliament and statements.	1 Archivist	1,850 00
	1 Assistant archivist	1,500 00
	2 Clerks	1,186 00
Total	4,536 00	
Messengers and packers for general branch of the department.	5 Employees	2,096 25

DEPARTMENT OF AGRICULTURE—*Concluded.*

Work carried on.	Person Employed.	Cost.
PATENT BRANCH.		
<i>General Superintendence.</i>		
Duties of deputy commissioner defined by statute, the same as those of deputy heads, relating to applications for patents, caveats, assignments of patents granted in Canada.	1 Deputy commissioner of patents.....	\$ cts. 2,800 00
<i>Cashier's Division.</i>		
<i>Nature and extent of Work.</i>		
Receiving applications; opening letters and allocating them in the several divisions; receiving and depositing dues, and refunds of same; also receiving fees from trade mark branch.	1 Cashier..... 1 Clerk.....	1,550 00 365 00
<i>Correspondence Division.</i>		
<i>Nature and extent of Work.</i>		
Filing, indexing and classifying of general letters received relating to the branch; the same relating to letters sent, including the writing thereof, as per report laid before the Civil Service Commission.	1 First class clerk in charge 8 Clerks.....	1,800 00 5,265 00
<i>Examiner's Division.</i>		
<i>Nature and extent of Work.</i>		
Examination and report on all applications for patents received, in order to determine the patent ability thereof.	2 Examiners..... 1 Acting examiner..... 4 Clerks.....	2,800 00 675 00 2,156 26
<i>Records and Engrossing Division.</i>		
<i>Nature and extent of Work.</i>		
Filing, indexing and classifying all patents and records; engrossing all patents, and issuing copies thereof, and making searches as required; making blue prints of drawings; preparing matter for <i>Patent Record</i> for printers; classifying and indexing the same; reading proofs, &c., and distributing, addressing and mailing copies thereof to all the various libraries, public institutions and persons entitled to the same.	1 First class clerk in charge 12 Clerks.....	1,500 00 7,505 00
<i>Assignments' Division.</i>		
<i>Nature and extent of Work.</i>		
Entering and registering assignments of patents and patent rights; indexing the same and granting extracts thereof.	1 Second class clerk in charge.....	1,100 00
<i>Caveats' Division.</i>		
<i>Nature and extent of Work.</i>		
Entering and registering applications for caveats and granting the same; comparing and examining all applications for patents which have been favourably reported on by the examiners, to see if they conflict with any caveat granted.	1 First class clerk in charge.....	1,800 00
<i>Comparing Division.</i>		
<i>Nature and extent of Work.</i>		
Examining and comparing all the necessary documents composing an application, to see that the same are drawn and executed in conformity with the law, and rules and forms of the office.	4 Clerks.....	2,812 50

MARINE DEPARTMENT.

Work carried on.	Persons Employed.	Cost.
		\$ cts.
Officials and employees of the inside service, Dept. of Marine . . .	1 Deputy Head	3,200 00
	1 Chief clerk	2,400 00
	1 Chief clerk (and nautical adviser)	2,400 00
	1 Chief clerk (chief engineer)	2,400 00
	1 Chief clerk (and accountant)	2,100 00
	18 Clerks (including nautical assessor)	17,810 75
	1 Foreman of works	1,050 00
	3 Draughtsmen	2,738 75
	2 Messengers	1,000 00
	Total cost	35,099 50
<i>Chief Engineer's Branch.</i>		
This branch attends to the preparation of plans, specifications and estimates of work to be done in connection with the building of lighthouses and repairing of old lighthouses; also in connection with fog-alarms, automatic, gas and other buoys and beacons.	1 Chief engineer	2,400 00
	3 Draughtsmen	2,738 75
	1 Foreman of works	1,050 00
	1 Clerk	469 50
	Total cost	6,658 25
<i>Registry of Shipping.</i>		
This branch keeps a record of ships registered in the Dominion, and attends to transactions in connection therewith; also steamboat inspection, examination of masters and mates and engineers, and the issuing and record of certificates; the compiling returns of wrecks and casualties, and the preparation of the list of shipping.	3 Clerks	3,419 50
<i>Record and Correspondence Branch.</i>		
This branch conducts all correspondence of the department, compiles returns ordered by Parliament, and keeps a record of all letters received and sent by the Department, and despatching letters and enclosures.	1 Chief clerk	2,400 00
	11 Clerks, including two nautical assessors	11,534 25
	Total cost	13,934 25
<i>Accountant's Branch.</i>		
This branch attends to the work of keeping the books of account in connection with expenditure and receipts of the department; auditing all accounts received for payment, making out cheques and despatching them (all payments being made from Ottawa), making out estimates for parliamentary votes, and all statements of account required, including those for the Auditor General and the annual report.	1 Accountant	2,100 00
	4 Clerks	4,787 50
	Total cost	6,887 50
<i>Messengers' Branch.</i>		
This branch attends to the despatching of mails, including the entering of registered letters, receiving mails from the post office and distributing them, putting up all parcels and departmental packages for the mail, and general messenger work.	2 Messengers	1,000 00

The following branches of the public service are managed and controlled by the Marine Department:—The lighthouse service consisting of 710 lighthouses, 53 steam fog whistles and fog-horns, and the construction of new lighthouses; also the buoy service, which includes 18 automatic whistling buoys, 14 bell buoys, 8 gas buoys, and a large number of can and spar buoys in the various sounds, bays, gulfs, lakes and rivers of the

Dominion, together with a number of beacons; also the Dominion steamers, of which there are, 1 schooner, and 1 steam launch; the meteorological and magnetic services, consisting of 129 stations; tidal gauge stations; climatology; the export of cattle inspection; investigations into wrecks and casualties; harbour commissioners and harbour masters; Government wharves, piers and wharfingers, and enquiries into applications for water lots on which to erect wharves; sick seamen and marine hospitals; shipping of seamen and shipping masters; pilots and pilotage authorities; humane establishments; life-boat service and rewards for saving life; winter communication, including the ice-boat service between Prince Edward Island and the mainland; hydrographic surveys; deck-loading; load and deck lines of shipping; removal of obstructions in navigable waters; publication of statistics and tonnage of all vessels registered in the Dominion.

27th February, 1892.

FISHERIES DEPARTMENT.

Work carried on.	Persons Employed.	Cost.
<i>General Superintendenc.</i>		\$ cts.
All laws relative to the sea coast and inland fisheries, involving their management, regulation and protection. Correspondence occasioned by Imperial despatches on Behring Sea and Newfoundland questions. Preparation of annual departmental reports and returns to Parliament. Controlling seven vessels employed in fisheries protection service. Directing staff of 800 outside officers. Managing 13 hatcheries, with yearly output of over 100,000,000 fry. Issues over 5,000 fishery licenses yearly.	1 Deputy head.....	3,200 00
	3 Clerks	5,200 00
Total cost.		8,400 00
<i>Correspondence and Records Branch.</i>		
Records, indexes, files and précis all correspondence received. Drafts general letters, transcribes records, indexes and dispatches all outgoing correspondence. Compiles statistical portion of departmental report.	4 Clerks.....	4,280 00
<i>Accountant's Branch.</i>		
Audits and pays all accounts. Issues 5,000 cheques yearly and prepares letters, transmitting same. Keeps appropriation, general and salaries ledgers for expenditure and day-book and ledger for revenue. Prepares monthly statements of revenue, expenditure, paid and outstanding cheques.	1 Accountant....	1,000 00
	3 Clerks.....	1,850 00
Total expenditure, 1890-91.....		\$207,234 94
do revenue, 1890-91.....		70,794 42
Total cost.		2,850 00
<i>Fishing Bounty Branch.</i>		
Prepares blank forms, cheque books, ledgers and schedules for bounty claims. Examines and enters and schedules about 20,000 claims each year, necessitating issue of over 40,000 cheques.	2 Clerks.....	2,300 00
	(Included in amounts voted by Parliament for distributing fishing bounty).....	1,900 00
	1 Messenger.....	300 00
Total cost.		4,500 00

PUBLIC WORKS DEPARTMENT.

Work carried on.	Persons Employed.	Cost.
<i>General Supervision.</i>		
Official correspondence, book-keeping, drawing up of contracts, deeds, leases, etc. Keeping of records.	1 Deputy head	3,200 00
Number of official letters received fiscal year 1890-91, 10,576.	1 Secretary chief clerk	1,925 00
Number of official letters sent in fiscal year 1890-91, 7,286.	1 Asst. secretary	1,200 00
Number of appropriation accounts opened 1890-91, 328.	1 Acct., chief clerk	2,325 00
Number of applications made for payments, 1,014.	53 Clerks, 1st, 2nd, 3rd class	46,150 00
Number of cheques issued, 7,986.	9 Messengers and pages	3,625 00
Total amount of payment made, 1890-91, \$2,762,020.98.	Copying by the folio, plans, photos, translations, etc.	4,300 00
Number of contracts, security agreements, deeds, bonds, appropriation notices, bonds, leases, etc., drawn up, 1890-91, 189.		
Number of accepted tenders, etc., registered, etc., 1890-91, 30.		
	No. 66. Total cost	62,725 00
<i>Engineering Branch.</i>		
(a) Supervision of all engineering works and kindred field operations and office works, in connection with harbours, docks, navigable rivers, breakwaters, piers, dredging, dams, slides, booms, roads, bridges, etc., under the control of the Federal Government, including the dredging fleet operated directly by the department. Also, plans, specifications, etc., prepared for construction of more important works of civil and mechanical engineering and execution of same superintended, and surveys, technical studies, etc., made when found practicable and in the best interests of the public service.	1 Chief engineer	4,000 00
	26 Engineers, assistant engineers, draughtsmen, and clerks	28,750 00
	1 Chief mechanical engineer, chief clerk	2,350 00
	1 Assistant mechanical engineer	1,200 00
	3 Draughtsmen and clerks	2,640 00
	1 Chief clerk engineering branch	2,300 00
	6 Assistant engineers, draughtsmen and clerks	4,800 00
	2 Messengers	850 00
	Copying by folios, plans, photos, translations, etc	3,450 00
(b) Superintendence of heating, lighting, water supply, ventilation; bell and fire protection services in connection with the public buildings at Ottawa.	No. 41. Total cost	50,340 00
(c.) Preparation for Parliament of the estimates of whole department, with details, explanatory notes, illustrations, extracts from reports, &c.; and statistical tables required for the intelligent discussion of the grants for works, &c., applied for, and for the guidance of the chief officers in carrying out the works, &c., for which appropriations are made by Parliament. Also, keeping of establishment books, staff lists, &c., &c.		
Number of works of construction, re-construction, improvement, renewal, maintenance and repair carried on by the department during the fiscal year 1890-91 in connection with harbours, rivers, slides, &c., &c., 296.		
Total expenditure controlled in connection with said works in 1890-91, \$1,788,827.19.		
Number of surveys and examinations made by department in 1890-91, 128.		
Total expenditure controlled in connection with said surveys, &c., \$15,752.30.		
Total number of applications for grants for works of all descriptions in connection with public buildings, harbours and rivers, slides, telegraphs, surveys, &c., &c., ordered to be voted for parliamentary estimates, 1890-91, 689.		
1,291 pages of details, explanations, &c., &c., prepared and two copies made.		
Total estimated cost of works, &c., applied for, &c., and voted for consideration in connection with Parliamentary Estimates for 1890-91, \$5,579,690.		
Total number of grants asked from Parliament and items of 1889-90 (in italics) dropped in estimates for 1890-91, as recommended by Council; 1,802 pages of re-modelled details amended, explanations, &c., prepared in connection with those items and four copies made, 535.		
Total amount of grants asked from Parliament and items of 1889-90 dropped in estimates for 1890-91, \$3,837,350.		

PUBLIC WORKS DEPARTMENT—*Concluded.*

Work Carried on.	Persons Employed.	Cost.
<i>Architectural Branch.</i>		
Supervision of architectural works of all descriptions and kindred, in and outside services in connection with the public buildings under the control of the Federal Government throughout the Dominion, which comprise: the public buildings at Ottawa, post offices, custom houses, examining warehouses, Inland Revenue offices, drill halls, quarantine stations, marine hospitals, military buildings and experimental farms generally, together with the North-West Territories Government buildings, court houses and goals, registry offices, land and timber agents' offices and Mounted Police buildings, &c.	1 Chief architect. 19 Architects, inspectors, draughtsmen and clerks 1 Messenger Copying by the folios, plans, photos, translation, &c.	\$ cts. 3,200 00 21,825 00 460 00 1,450 00
Also drawings, specifications, &c., prepared for the erection of new buildings, &c., and superintendence of same attended to when practicable, as found to be in the best interests of the public service.		
Number of works of construction, improvement, renewal, maintenance and repair, carried on during fiscal year 1890-91, 235.		
Total outlay controlled in connection with said works, \$690,798.43		
Number of Dominion buildings heated, lighted, supplied with water, &c., in 1890-91, under the supervision of the Chief Architect, 51.		
Expenditure controlled in 1890-91, in connection with last named services, \$159,745.14.	No. 21—Total cost..	26,935 00
<i>Telegraph Service.</i>		
Construction, maintenance and operation of Government telegraph and telephone lines, inclusive of submarine cables, in all parts of the Dominion.	1 Superintendent Government telegraphs.	3,000 00
Number of lines on which works of construction, improvement, renewal and heavy repair were carried on during the fiscal year 1890-91, 8.	1 Asst. superintendent	1,500 00
Total outlay controlled in connection with said works of construction, improvements, &c., say, \$42,158.77.	1 Clerk	730 00
Total number of miles of Government telegraph and telephone lines, inclusive of cables, operated and maintained during the fiscal year 1890-91, 2,507.	1 Messenger	550 00
Total number of stations on lines in operation, 142.		
Total expenditure controlled in connection with operation and maintenance of telegraph lines in 1890-91, \$64,737.95.	No. 4—Total cost....	5,780 00

17th March, 1892.

RAILWAYS AND CANALS DEPARTMENT.

This department deals with the construction, operating and maintaining of Government railways, general inspection of railways, subsidies to railways, and the Railway Committee of the Privy Council, the construction, operating and maintaining of the canals, together with the navigation between canals on the rivers St. Lawrence, Rideau and Trent, and for this purpose is divided into railway branch and canal branch, with a chief engineer at the head of each.

The chief engineer and general manager of Government railways has supplied the Commission with the necessary information in connection with the railway branch.

Canal Branch.

The number of canals in operations is 17, with a mileage of 377 miles and 131 locks. The cost of operating last fiscal year was \$556,252.62. Total expenditure on construction account, \$1,483,936.02. Number of engineering staff on construction, 80. Number of staff operating canals, 650.

The canal branch at Ottawa is as follows :—

Work carried on.	Persons Employed.	Cost.
	1 Chief engineer. 5 Engineers. 1 Photographer. 4 Draughtsmen. 2 Clerks. Total cost	\$20,641 50
The department proper is as follows	1 Deputy Minister, who is also chief engineer of canals (salary included in engineer's branch). 4 Messengers. Total cost	\$1,412 50
<i>Secretary's Branch.</i>		
Consisting of correspondence and records	1 Secretary (vacant). 27 Clerks	\$24,705 00
<i>Accountant's Branch.</i>		
Dealing with payments, accounts, book-keeping, &c. (Total expenditure last year, \$8,286,115.30)	1 Accountant. 1 Assistant accountant. 3 Clerks. Total cost	\$5,342 50
<i>Revenue of canals</i>	9 Clerks	\$9,030 00
<i>Contract and leases branch</i>	1 Law clerk. 2 Clerks. Total cost	\$4,175 00

Government Railways.

1,354 miles of railway maintained and operated by the Government.
32 miles of railway maintained by the Government.

1,386 miles. There are 4,488 employees on the 1,386 miles.
Amount of expenditure operating and maintaining for one year \$3,691,273 65
Amount of expenditure for betterments on capital account for one year 83,184 74

Total expenditure \$3,774,458 39

The management of the Government railways and the correspondence in connection therewith is carried on by the chief engineer and general manager, and through his office at Ottawa.

Construction of Railways by Government.

In 1891 the construction of 191 miles of railway was completed, and the contractors are now being settled with. The construction of the above mileage was conducted by the chief engineer and general manager, and through his office.

Subsidized Railways.

All plans, &c., of subsidized railways pass through the office of the chief engineer and general manager for report as to approval. All inspections of railways on subsidized account are made through the office of the chief engineer and general manager by his engineers, and the reports of work done on subsidized account are also made through his office to the department.

Railways Generally.

Under the Railway Law for the Dominion, all plans, &c., sent in, pass through the office of the chief engineer and general manager for examination and report as to certificate and filing. Inspections of railways for opening for traffic, bridges, &c., crossing of one railway by another, crossings of public highways, and all matters connected with the safety of the public are made by his engineers, and the chief engineer and general manager reports thereon to the department, or to the Railway Committee of the Privy Council.

The railway statistics are prepared and compiled in the office of the chief engineer and general manager, and the railway maps are also gotten up, and plans, &c., made.

The staff of the office of the chief engineer and general manager—

Chief engineer and general manager, secretary, 3 engineers, 2 draughtsmen or geographers and 7 clerks.

Total cost per annum for salaries of above staff, \$27,688.

OTTAWA, 25th February, 1892.

APPENDIX C.

The Commission caused letters to be addressed to the Canadian Pacific Railway Company, the Grand Trunk Railway Company, the Bank of Montreal, the Bank of British North America and the Canadian Bank of Commerce, with the following questions, and received the replies below :

1. At what age do your officers usually enter the service ?
2. Have you any rule as to the maximum or minimum age on entering ?
3. At what salary do they generally enter, and what scale (if any) is adopted on their promotion ?
4. What salaries are paid to the higher officers (the chief executive officer excepted), and can those in lower positions look forward to attain such office ?
5. Of the total number of your officers, what percentage have annual salaries below \$500.00 and what percentage of

Annual salaries from	\$ 500 to \$1,000
do do	1,000 to 2,000
do do	2,000 to 5,000
do above	5,000

6. What are the regulations of your service with regard to officers and clerks for whose services you have no further use ?

7. What provision (if any) is made for officers on retiring from your service ?

The railway companies were requested to distinguish between their engineering and clerical staff.

CANADIAN PACIFIC RAILWAY COMPANY.

MONTREAL, 24th February, 1892.

DEAR SIR,—Circumstances prevented me from giving an earlier reply to your enquiries of February 15th. In your letter you mention only our officers, but I gather from the enquiries in your letter that they refer not only to the officers, but the staff employed in our general offices at Montreal.

It has been our practice for some years past to fill all except the very subordinate positions in the service, by the promotion of employees, giving due consideration to special ability or seniority in the service, so that the very highest positions are within the reach of those entering the service in the most subordinate capacity. Of the total number of those employed in the head office at Montreal :

64 p. c. have annual salaries under	\$ 500.00
25 do do from \$ 500.00 to	1,000.00
8 do do 1,000.00 to	2,000.00
2 do do 2,000.00 to	5,000.00
1 do do above	5,000.00

We have no specific regulations governing the maximum or minimum age at which men shall enter the service, but in practice, young men, sixteen to twenty years of age, are taken into the various departments as junior clerks or as stenographers, at low salaries, say \$15.00 to \$30.00 per month, according to age or previous experience. As they become more proficient they are advanced in salary and position. We have no regular scale of advancement, each particular case being considered upon its merits.

This does not include the engineering staff, which varies from year to year in proportion to the amount of new work or important improvements that may be in hand requiring the supervision of engineers.

Our higher officers are paid salaries from \$3,000 per annum upwards.

Up to the present time, we have established no benefit fund, nor made any special provision for officers or clerks retiring from the service.

Our large staff has been organized within the last ten years, so that the conditions existing upon the line are somewhat different from those on railways which have been

in operation for a long term of years, and in whose service men have grown old; but, in cases of prolonged illness, or when the circumstances attending the retirement of an officer or clerk warrant it, our directors are always considerate,

Yours truly,
(Signed) T. G. SHAUGHNESSY,
Vice President.

J. H. FLOCK, Esq.,
Secretary Civil Service Commission,
Ottawa.

GRAND TRUNK RAILWAY OF CANADA.
MONTREAL, 26th February, 1892.

DEAR SIR,—In reply to your letter of the 15th instant, enquiring as to the appointments, promotions, salaries and superannuations, relative to the service of this company, I have pleasure in giving you *seriatim* replies to the several questions raised:

1st. It is customary to take boys into our service as apprentices at fifteen years of age and upwards.

2nd. As will be observed by the staff form attached, we do not place on the permanent staff employees who are upwards of forty years of age.

3rd. The arrangement in regard to apprentices is that they serve six months probation at the rate of \$100 per annum. At the end of that time, after passing an arithmetical examination satisfactorily, they are placed on the apprentice terms, viz.:—An engagement for three years with a salary of \$150 for the first year, \$250 for the second year and \$350 for the third year. After that, any promotion either in position or salary, depends upon merit and vacancies that may arise in the service.

4th. Salaries paid to senior staff and officials run up to \$5,000 per annum, and such positions may be looked forward to by any of the staff in the service when vacancies occur, if they are fitted for such places—the policy adopted by this company being to promote the employees of the company if suitable, rather than to bring in outsiders.

5th. The percentage of the salaries paid is as follows:—

Up to	\$ 500	63	per cent
From \$ 500 to	1,000	27½	do
do	1,000	5½	do
do	2,000	2½	do
Over	5,000	1½	do

There is little or no difference between the payments to the officials in connection with the engineering staff and traffic department.

6th. We have a superannuation fund, which all under thirty-seven years of age are expected to take advantage of, if they receive a salary of \$400 or over. To this fund the company contributes equally with the employees. The retiring age is 55 years, when superannuation can be claimed, and the basis of the amount of superannuation is this:—Supposing a member of this fund has been in the service twenty years, and at the time of retiring is receiving a salary of \$1,000 per annum, he would be paid at the rate of $\frac{2}{3}$ of \$1,000. If any member leaves the service of his own accord in good standing after five years he gets back one half of the premiums he has paid. If he leaves before that time the amount he has paid into the fund remains. Should he be dismissed for cause the company retains the whole amount he has contributed.

7th. There is no general provision made for officers retiring from the service. Such cases are dealt with specially by the board when they arise.

Very faithfully yours,
(Signed) L. J. SERGEANT.

J. H. FLOCK, Esq.,
Secretary, Civil Service Commission,
Ottawa.

BANK OF MONTREAL,
MONTREAL, 17th February, 1892.

SIR,—I have to acknowledge receipt of your letter of the 15th instant asking for certain information, which you will find hereunder?—

- No. 1.—About sixteen years.
 “ 2.—About eighteen years.
 “ 3.—\$200—and, if satisfactory, with an annual advance of \$100 for first four or five years.
 “ 4.—The salaries of the higher officers are regulated according to the value of the services rendered to the Bank.

Any officer possessed of the necessary qualifications of ability, address, &c., can look forward to attaining the position occupied by the Chief Executive Officer. It is a rule that the higher officers of the Bank are invariably selected from the Bank's own staff.

No. 5.—I regret I do not feel at liberty to give this information.

No. 6 & 7.—The Pension Fund Society of the Bank provides.

Yours, &c.,

(Signed,)

E. S. CLOUSTON,
General Manager.

The Secretary
Civil Service Commission,
Ottawa.

BANK OF MONTREAL,
MONTREAL, 20th February, 1892.

DEAR SIR,—Referring to my letter of the 17th instant, the information given in reply to the two last inquiries may not be full enough, and I would therefore add some particulars regarding the Pension Fund.

The employees subscribe 3 per cent. per annum on their salaries and the Bank contributes a sum annually.

An officer is eligible for a pension if incapacitated through failing health, or on attaining to sixty years of age.

The scale of pension is according to length of service and salary, and is calculated at the rate of 1-50th of the salary at the time of retiring for every year of service up to thirty-five years—35-50ths being the limit—and the maximum amount of pension is \$5,000.

Yours faithfully,

(Signed,)

E. S. CLOUSTON,
General Manager.

The Secretary
Civil Service Commission, Ottawa.

THE BANK OF BRITISH NORTH AMERICA,
MONTREAL, 17th February, 1892.

DEAR SIR,—In reply to your request of the 15th instant, received this morning, I have the honour to submit the following replies to the questions put by the Royal Commission, viz. :—

1. Apprentices enter the bank at about sixteen or seventeen years of age. Full clerks with at least three years' banking experience must be twenty-one years of age.

2. The minimum age is given above. The maximum age—clerks are not taken in over twenty-five years of age.

3. Apprentices generally enter at \$240 a year, and they are promoted according to efficiency. Full clerks sent from England have a salary of \$700. We have engaged full clerks in Canada at as low as \$600. An advance of from \$50 to \$100 is generally given to clerks annually up to \$1,000 salary.

4. Salaries to higher officers range from \$2,000 to \$9,000. The officer holding the lowest position in the bank can look forward to obtaining the highest position.

5. Percentage having salaries under \$	500		11	per cent.
do	do	from 500 to \$1,000	44	do
do	do	do 1,000 to 2,000	31	do
do	do	do 2,000 to 5,000	12	do
do	do	above 5,000	2	do
Total	.....			100 do

6. We have no system of employing clerks temporarily.

7. We have no pension fund; but the Court of Directors have in the past granted such pensions as were considered proper to officers who were old or incapacitated by sickness.

I have, &c.

(Signed.)

R. R. GRINDLEY,

General Manager.

J. H. FLOCK, Esq.,
Secretary, Civil Service Commission,
Ottawa.

THE CANADIAN BANK OF COMMERCE,

TORONTO, 23rd February, 1892.

DEAR SIR,—We beg to acknowledge the receipt of your favour of 15th instant, and have pleasure in replying to the questions therein contained, as follows:—

1. At what age do your officers generally enter the service?—17 to 18, and occasionally 19 years.

2. Have you any rule as to the maximum or minimum age on entering?—Yes; minimum 17, maximum 20.

3. At what salary do they generally enter and what scale (if any) is adopted on their promotion?—Junior clerks enter at a salary of \$200 to \$250, the difference depending upon whether they are living at home or not. These salaries are as a rule increased \$50 per annum during earlier years, but if an officer is specially deserving he may at the end of two or three years receive an increase of \$100. After the first four or five years of service, increases depend largely on the work in which the officers are engaged and the ability and aptitude they show. When the salaries reach \$1,000 to \$1,200 they generally remain stationary until some appointment can be given of a higher class, when the increases begin again.

4. What salaries are paid to the highest officers (the chief executive officer excepted) and can those in lower positions look forward to attain such offices?—The salaries paid to the higher officials (except the chief executive officers) range from \$3,000 to \$8,000 per annum. Every position in the bank is open to the whole staff, the senior officers being chosen when practicable from those who have been trained in the service of the bank. When exceptions are made, the appointments are given to men who have become qualified for appointment by similar training and experience in other banks.

5. The percentage of annual salaries at present is as follows:—

Below	\$500	.....	42·52	per cent.
From	500 to \$1,000	.....	27·89	“
“	\$1,000 to 2,000	.....	20·75	“
“	2,000 to 5,000	.....	6·80	“
Above	5,000	.....	2·04	“

6. What are the regulations of your service with regard to officers and clerks for whose services you have no further need?—We have no regulations on this point. Such officers as, after a longer or shorter trial, we find unsuited for the service are given an allowance according to length of service, say from 3 months to a year's salary and allowed to retire.

7. What provision (if any) is made for officers on retiring from your service?—Up to the present date we have made no provision for the retirement of officers from the service. We have at present under consideration the establishment of a pension scheme somewhat on the lines of the Government Superannuation Fund.

I am, etc.,

(Signed,)

B. E. WALKER,
General Manager.

The Secretary, Civil Service Commission,
Ottawa.

APPENDIX D.

MEMORANDUM FROM THE OFFICIALS OF THE DEPARTMENT OF CUSTOMS.

The Committee appointed at the general meeting of the officials of the Customs Department held on the 17th December, 1891, beg to state :—

That having considered the questions arising out of the Civil Service Act, detailed in the confidential paper issued by the Civil Service Commissioners, they are of opinion that the answers herein submitted represent the views of the majority of the employees of this department respecting the matters discussed, and recommend that our delegate be instructed to present the same accordingly.

We consider that all appointments should be the result of competitive examination, and that the limitation as to age under the present law is satisfactory, if adhered to.

We think that there should be a third class with salaries from \$600, minimum, to \$1,000, maximum, the official standing for two years at the minimum rate before he is entitled to an increase of salary. We also consider that the minimum salary of a first class official should be \$1,450, and that of a chief clerk \$1,850. If the salaries be increased as above suggested, it appears to us that optional subjects may be dispensed with.

We think it desirable that promotion examinations should take place upon departmental matters and duties only, the examination paper to cover all the branches in the departments evenly.

We are satisfied with the present practice respecting promotions, and think that promotions should be made by Order in Council.

We are of opinion that if a reasonable remuneration were allowed the permanent clerks for all extra work performed by them, there would be no occasion for the employment of temporary hands, and think that the work would be more rapidly and cheaply, accomplished than under the present system. We do not recommend the creation of a junior division or a boy copyist class.

We consider that equal leave of absence for all classes should be the rule, independent of age, service, rank or responsibility. And that such leave be compulsory, as in banks and other institutions.

We think there should be a limit to leave granted on account of sickness, the deputy head using his own discretion in the matter.

We believe that an official resigning should not be reinstated without the recommendation of the deputy, and then only as a new appointment.

The number of persons employed in the Department of Customs is not out of proportion to the increase of work.

We consider that officials should leave for luncheon, and have one hour per day for the purpose, arranging between themselves (with the sanction of the deputy) at what time they should leave the department.

We believe that a fixed daily allowance for travelling expenses, would be preferable to any other arrangement likely to be made in that respect.

We consider that a Superannuation Act is necessary in the public interest, and that it should be extended to all classes of officials in the service.

We believe that the abatements from salary for superannuation purposes should be returned to the official or his representatives in case of non-superannuation or death.

We think that every official should have the option of superannuation or accepting a commutation in lieu thereof.

And if, as in many other countries, provision was made for the continuance of a third of the pension which the official enjoyed, to his widow and junior children, an abatement of salaries of three per cent would be cheerfully submitted to.

We consider ten years' service sufficient to entitle an official to claim superannuation.

And that an official of twenty years' service should be permitted to retire if he so desires it.

As long as the Superannuation Act is in force, we think that abatement for superannuation purposes should be continued. We believe the present percentage to be sufficient, and that if no superannuation takes place the official or his representative should be reimbursed for the abatement from his salary, and that superannuated officials might have the alternative of accepting a commutation in lieu of superannuation.

Insurance.

The institution of some system of insurance would be cheerfully accepted by the officials of this department, participation in it, in whole or in part, being left optional to those now in the service, but compulsory to all who may be appointed hereafter.

We are of opinion that in cases of dismissal or resignation the abatement deducted from salaries for superannuation purposes should be refunded.

We think an extra term of service may be allowed to officers removed by superannuation.

We do not consider it desirable to call back to the service a superannuated person.

General recommendations.

We consider that messengers should not be appointed at less than \$400 per year; should have an annual increment of \$50 until they attain the maximum salary of \$600.

We think that the minimum salary of a first class clerk should be \$1,450 instead of \$1,400, as at present.

We consider it a hardship to be obliged to pay \$2.00 to a medical gentleman for a health certificate when absent through illness, and think that the family doctor should be authorised to issue such certificate when requisite, and urge the repeal of the present regulation, which is unjust to the service and obnoxious to the medical profession generally.

Respectfully submitted,

(Signed) JAMES BARRY,
Delegate, Customs Dept.

CUSTOMS DEPARTMENT,
5th January, 1892.

APPENDIX E.

(Memorandum.)

LIBRARY OF PARLIAMENT, OTTAWA, 21st January, 1892.

Having been chosen by the library clerks and messengers to represent them before the Royal Commission on the Civil Service of Canada, I have the honour to submit, with their concurrence and endorsement, the following memorandum concerning the library :—

Prior to the year 1871 the library of Parliament did not exist as a separate department, but was considered a joint library of both Houses ; the officials being attached to the Senate and House of Commons for the purpose of pay. There were then two librarians, one Dr. Adamson, for the Senate, and the other, Mr. Todd, for the House of Commons, with an assistant librarian, Mr. Lajoie. On the 26th of April, 1868, Dr. Adamson was retired through ill-health, and the joint librarianship discontinued.

In 1871 the library was constituted a separate department by Dominion statute, 34 Vic. c. 21. By this Act the control of the department and its officials was vested in the Speakers of both Houses, assisted by a joint committee appointed by each House, while the appointments were in the gift of the Crown, and no additions to the staff, or increase of salaries by the Act were to be made without resolutions of both Houses to that effect. The following constituted the staff :—

	Salary.
(1) A librarian	\$2,500 00
(2) Assistant librarian	1,800 00
(3) One clerk, over 5 years	1,200 00
One clerk, under 5 years	800 00
(4) Messengers, 3 permanent under 5 years	400 00
1 Sessional messenger over 5 years	500 00

At this time (1871) and until 1876 the library was located where the reading room of the House of Commons now is. In the fall of 1876 the library was moved into its present quarters, and an increase was made to the staff of two clerks appointed at \$800 each, and one messenger at \$700.

In 1884 the librarian, Dr. Todd, died, and in the following year, by Dominion Statute, 48 and 49 Vic. c. 45, the Library Act of 1871 was amended and the staff reconstituted as follows :—

(1.) 2 joint librarians	\$3,000 each (*)
(2.) 2 first class clerks	1,400 to \$1,800
(3.) 2 second class clerks	1,100 to 1,600
(4.) 3 third class clerks	400 to 1,000
(5.) 1 chief messenger	700 now 900
(6.) 1 messenger	700
1 do	500
1 do	300 now 420

By this Act, which now governs the library, the offices of librarians and assistant librarian were done away with, and a general and parliamentary joint librarianship substituted, appointed under the great seal ; the other officials being appointed by Governor General in Council, and a scale of salaries for them provided as in force in the Civil Service, and shown above.

It is submitted :—

1. That in addition to the above staff provision should be made for the office of chief clerk, the requirements of department necessitating it. For a department administered by two joint heads should have a senior official in a position to be recognized as such, through whom they could communicate their instructions to the staff. More—

(*) Increased to \$3,200.00 each in 1891.

over there is not now that link (of assistant librarian) which existed under the system (first mentioned) of the joint librarianship, and which continued to exist under the subsequent library Act of 1871, between the chiefs and other officials of the staff; and beside the present difference of salary, \$1,400 between a first class clerk and that of the librarians is unproportionally great, and does not exist in any other department.

2. That the hours of office in the library are largely in excess of those in the other departments under Government. In addition to the same hours observed in the other departments the library must be kept open each night throughout the session of Parliament till 10 o'clock, when the House does not sit, and when sitting, till the House rises. Therefore estimating a session's duration at the lowest possible minimum, three months, with an average daily sitting till 11 o'clock p.m. (leaving out the hours for dinner between 6 and 8) the officials will have performed three months of five hours a day, extra service in the year (last session it was five months), without any additional remuneration. As there is no parallel to these extra hours elsewhere in the service this is felt by the staff to be most unfair. Either a special allowance for session—according to its duration—should be made for clerks and messengers in the library, or the scale of pay ought to be on a different footing to that in force in the grades of the civil service.

3. That a clerk entering the department now must do so at \$400; a salary preposterously small for a clerk to receive who should be qualified specially, or show an aptitude, for the miscellaneous and varied character of work that is performed in the library. Apart from the extra and tedious hours of session that are found so trying to one's constitution. Here it is submitted that the practice in vogue prior to the Library Act of 1885, should be returned to, and that \$800 be the minimum salary upon which a clerk enters the department. Finally, as to the caretaker and chief messenger, and the messengers;

Mr. Casault, the caretaker and chief messenger, has submitted his case for consideration on attached memorandum very clearly and accurately. He certainly possesses unusual ability, and displays untiring zeal in the discharge of his many and varied duties. If the chief messenger—his juniors in years of service—of the Senate and House of Commons, receive \$1,300, it is no exaggeration to say that his abilities are not inferior, and his duties and responsibilities are infinitely more onerous than are those attached to the officials named: Therefore he ought to receive at the very least the same salary as they do.

First messenger, James Dunlop, salary \$700.

Second messenger, Thomas Linton,

This man is a skilled bookbinder and finisher who served a long apprenticeship in London, England, before he came to this country, and has put in twenty-five years in his trade. He is sober, painstaking and a conscientious worker. His business is to bind and repair books, and his time is almost wholly taken up with this special work. For his skilled labour, which is of the first order and equal to the best workmanship executed on the books received from England, he receives the paltry salary of \$500.

Albert Beaudry, third messenger.

The facts in connection with his case are appended. He is painstaking and likely to develop into a very useful hand in the Library.

In conclusion I respectfully submit that messengers in the Library ought to receive a maximum salary of \$700 as they are required to be intelligent men above the capabilities of messengers in the ordinary sense of the word. That the work in the Library requires that each of them be trained up to certain duties apart from that of mere messengers. Again their hours of duty are away in excess of their confreres in other departments, and they have to work on Sundays during Session; but if this is not to be considered in their favour, and they have to submit to the injustice of being tied down to the class of salaries of messengers in the service generally, they cannot be expected to have the interest in their work that they should have, and the service is likely to suffer in consequence.

(Signed) A. HAMLYN TODD,
Senior clerk,
Library of Parliament.

LIBRARY OF PARLIAMENT,
OTTAWA, January, 1892.

To the Honourable Members of Royal Commission :

The memorandum of L. J. Casault, chief messenger of the Library, and Custodian of the Library Building, Humbly sheweth :—

That he entered the service of the Legislative Council of Canada in the year 1856, and was assigned to the Library Department for duty in the following year (1857), receiving his salary, \$700, as an employee of the Legislative Council so long as that body existed, and subsequently from the Senate up to the year 1871. From the latter to the present date he has been attached to the regular staff of the Library, and has been paid out of the funds granted to this department.

That in 1872, he was appointed chief messenger to the Library, and in 1875 was entrusted with the sole charge of the new building and its valuable contents, and had to reside with his family on the premises.

That in the year 1865, he had reason to believe that his prospects of promotion would suffer through his being attached to the Library, and consequently he made representations to that effect to a prominent member of the then Government, and he was thereupon assured that the service for which he was detailed would not stand in the way of his promotion whenever a vacancy would occur. Notwithstanding this positive assurance, through leaving the service of the Senate in 1871 for that of the Library, he lost his chance of succeeding the late chief messenger of the Senate, who died in the service, and to whom he stood next in order of seniority.

That although the salaries of the chief messengers of both Houses of Parliament are far higher than his, his duties compared with theirs, are of no less importance and demand more special knowledge and experience, greater assiduity and attention, and are rendered still more onerous through the fact that he has no substitute to replace him after office hours.

That his duties involve constant attention, not only during session, but during recess as well, and he is responsible—

1st. For the supervision of the library building.

2nd. For the direction of the binding, which is constantly increasing.

3rd. For the supervision of the library exchanges.

4th. Has the trust of contingencies.

5th. The trust of the official frank and supervision of the mails.

6th. The trust of stationery and its distribution.

7th. The trust of numismatic collection, the growth of which requires continual attention.

That in order to fulfil all these duties, he has to work before and after office hours.

That since the period above mentioned (1871), the salaries of the chief messengers have attained the following figures :—

House of Commons.....	\$1,300 00
The Senate.....	1,300 00
Library.....	900 00

That he therefore humbly prays the Honourable Members of the Royal Commission to take into their favourable consideration the fact that during his thirty-five years' service, he has only received \$200 increase from time to time, making \$900 present salary as above stated, and other facts set forth in this memorandum, and to recommend for him such increase of salary as they deem just and equitable.

That he would also bring to your favourable consideration the position of the other library messengers who should not be considered as ordinary messengers, as their duties require more knowledge and better qualifications, but should as far as salary is concerned, be considered as the Senate and the House of Commons messengers, their hours of duties being the same.

Albert Beaudry.—Age 25; a married man with a family of four; messenger of the Library of Parliament; appointed in 1887 at a salary of \$300, with a yearly increase of \$30; present salary, \$420; maximum, \$500.

I have many duties to perform, specially during the session of Parliament, and would respectfully ask that in consideration of the long hours of service in the Library, my salary be increased according to the same, as I feel that I am at present underpaid. I find it very difficult to pay my way on such a small salary.

(Signed), ALBERT BEAUDRY.

APPENDIX F.

OTTAWA, 21st January, 1892.

SIR,—I have been requested by Mr. Wm. Smith, B.A., a clerk in the mail contract branch of the Post Office Department, and a most efficient and painstaking officer, to transmit to you the accompanying paper, and to ask that you will be so good as to lay it before the members of the Civil Service Commission for their consideration.

I have the honour to be, Sir,

Your very obedient servant,

(Signed), WM. WHITE,

Deputy P.M.G

J. H. FLOCK, Esq., Q.C.,
Secretary,
Civil Service Commission.

To the Civil Service Commission of 1891 and 1892 :—

The Civil Service Commission will have observed that among the recommendations made by the representatives of the Civil Service is one that a permanent board should be established which should take in hand all matters relating to the appointments, promotion and superannuations in order that these matters may be dealt with independently of all irrelevant considerations.

Regarding the recommendation the following remarks are respectfully offered.

It would appear to be overlooked that in the matter of appointments the objects aimed at are already fully realized. Before a candidate becomes eligible for entrance into the service, he must pass an examination before a board, whose ability and integrity have not been questioned. It is true that in England the examination is competitive, while in this country the "pass" system prevails, but that the English system is the superior one is by no means so clear that its adoption most necessarily be one of the features of Civil Service reform. Any young man passing the examination is so far as educational requirements are concerned competent to perform the ordinary duties in the service, while on the other hand the ability to pass the most brilliant examination is no necessary indication of the zeal and energy which are the chief factors in the efficiency of a clerk. These personal qualities which manifest themselves in a sense of the importance of the work to be done, and of the responsibility of each in relation thereto, are not so much brought with him by a clerk entering the service, as developed afterwards by the wise care of his superiors.

Passing on to the matter of promotion, it is observed that the representatives recommend that the board shall be constituted on the lines laid down by the last commission of enquiry, that is to say, that all promotions shall be made not by the heads of the departments, but by the board, upon whom must devolve the duty of making the necessary enquiries respecting the merits and of the different candidates. The extension of the duties of the board to embrace promotions finds no warrant in the English system. There the duties of the board end when by the application of the authorized tests they have ascertained the qualifications of the candidates, who are necessarily strangers to the departmental head. When the candidates pass into the departments, all responsibility regarding their future passes to the heads of the departments, who under the Parliamentary system are the only ones capable of bearing that responsibility. A body of men entrusted with the exercise of administrative powers and yet having no responsible defender for their acts on the floor of Parliament would be an anomaly under our system. And then it should be remembered that, besides their relations towards the Civil Service, the heads of departments are called upon to perform many acts in which the danger of deflection by reason of political considerations is as great as in his dealings with the service. In the Post Office Department, for instance, the opening of a new post office or the establishment of a mail route affects a much larger number than any promotion in the service, and in these matters political considerations are made to weigh

just as heavily, and if a board is necessary for the proper expenditure of the appropriation for salaries there is no possible reason why another board should not undertake the expenditure of the appropriations for mail service. It is perhaps unnecessary to discuss the merits of Government by commission at present.

As to the independence of the permanent board and their availability to all those having grievances, the last commission of enquiry expressed the hope that in these respects the board they contemplated would enjoy all the confidence bestowed upon the judiciary. This is possible, but it must not be overlooked that the independence and the anxiety to see justice done, which characterize the Bench, are secured by safeguards which cannot exist in the case of a Civil Service Board. Eminent jurists assert that the happy results attained in the case of the Bench are due not only to the careful exercise of the appointing power, but, also, in no small degree, to the fact that the decisions are given in public under the eye of counsel who are bound by every consideration to see that their clients get at least justice. It is obvious that these important safeguards cannot be obtained in any great degree in the case of a Civil Service Board. Persons aggrieved at the action of the Board in the case of promotions will generally find that the decision of the Board in his case was, as it ought to be, largely influenced by the advice of the departmental head, that he has not the benefit of counsel and if, as a result of his pertinacity he has secured the ill-will of those whose good-will is an advantage, the fault will not be so much with the head of the department as with our common human nature.

But there is nothing in what has been said from which it should be inferred that a board with other powers and duties might not be of the greatest utility in securing purity of administration. The root of all the evils in connection with the Service is the practical irresponsibility of the heads of departments in all the minor acts of administration. Parliament is apparently too much occupied with other matters to give much consideration to the Service, and as a consequence very few of the members have sufficient knowledge on the subject to make intelligent enquiries. The inefficiency of parliamentary criticism exposes the departmental heads to the importunity of those whom for various reasons it is difficult and often practically impossible to resist. What is wanted is the vitalizing of the connection between the Ministry and Parliament, and it is believed that a Civil Service Board would do more to accomplish this than any other means. If the duties of the Board with regard to promotions were confined to enquiry into all the circumstances in connection with each case, the names of those eligible and the reason for the selection of the one chosen, and the hearing of all complaints on the part of those aggrieved and the results of this enquiry were submitted to Parliament in the form of an annual report, just causes for complaints would soon cease to exist. On the part of Parliament it would be necessary to appoint a small committee of members to deal with this report, and the interest aroused in this branch of administration might safely be depended upon as a remedy for all existing abuses.

Submitted with great respect,

(Signed) WM. SMITH.

APPENDIX G.

OTTAWA, January 24th, 1892.

To the Chairman,
Civil Service Commission.

DEAR SIR,—In accordance with the notice published in the *Daily Citizen* yesterday morning, I take the liberty of conveying my opinion, views and suggestions in respect to the Commissioners' enquiries on the question of improving or reforming the Civil Service. Permit me to state that I was appointed a temporary clerk in the Post Office Department on the 1st September, 1859, passed the Civil Service Examination in following December, and became a permanent clerk from 1st April, 1860. I have, therefore, had over thirty-two years' experience as a clerk in the Civil Service, but my services have been restricted to one department, so I have no knowledge of other Government departments, and I do not know what system prevails in all departments. During all my service I have been under the immediate supervision of the deputy, secretary, accountant and cashier of the department, and employed in five branches of the department at various periods of my service. Consequently I have had a great deal of experience of what we may call the Civil Service system. Permit me to state that I have never taken any active interest in politics, and from the first date, or day, of my appointment as a clerk, I have depended solely on my conduct, reputation, record, merit and efficiency—having no influence beyond the good opinion and estimation of the officials of the department.

I give you my experiences, opinions and suggestions without any disrespect to the officials of the department, lack of sympathy for fellow clerks and friends in the service and no grievance or complaint to ventilate.

As long as politics, politicians, party and patronage have so much to do with the working of a Government department, and judging from the reports of all Civil Service Commissions during the past twenty years, I do not believe the Civil Service can be very much improved unless the Government really intend to reorganize or reform all the departments. Unless common sense and businesslike system, principles and management are introduced into all branches of the Post Office Department, and every man employed, from deputy to messenger realizes he is earning his bread and butter and his services are recognized, it will be impossible to expect all clerks to work efficiently. Before an improvement can be carried out it is necessary that all idlers, loafers, incompetents and redundants should be "weeded out"; as they are, and always have been, a nuisance, of no help to any official or efficient clerk, and a disgrace to the service. From the first date of my service to the present day, I have sat at the same desk, and in the same room, with such characters. Moreover, the departments are overcrowded; men are not appointed because their services are required, and all are not qualified to become efficient clerks. In fact too many men and women are appointed to the Civil Service merely to give them the means of receiving pay or salary, and many of them not educated or qualified for office work.

Of course the Civil Service is not considered a professional service, nor can the service be compared to all professions, business and mercantile pursuits, and all employment in the outside world where so much depends on the education and merits of clerks.

Appointments.

How and why are appointments made to and in all the Government departments? How many appointments are made of permanent, temporary and extra clerks because their services are actually required? How many clerks are appointed simply by influence and patronage? It is my humble opinion that no appointment should be made by the political head of a department unless the officials or head of a branch require another clerk. And the character, conduct, habits, education or qualifications of the new clerk should be clearly approved of before he is appointed, and thereby prevent an

incompetent clerk being "pitchforked" into a department. If patronage and political influence must prevail, surely good clerks can be found by Cabinet Ministers and their political friends. It is simply a question of good education and good character; and if a clerk for appointment is fit for office work and likely to prove efficient.

Office Hours and Attendance.

The regulations governing office hours and attendance should be strictly enforced and observed by all officials and clerks, from deputy to messenger. Whatever the hours may be, all officials and heads of branches should set an example to all the clerks, besides it is the duty of officials to see that all clerks are regular in attendance. Although the office hours are from 10 a.m. to 4 p.m., it by no means follows that all officials and clerks work steadily and honestly five hours a day on five days in the week. An hour is allowed for lunch, but how many clerks are permitted to be absent from the office or room for two hours, and how many clerks are absent from their desk and work or office during office hours for private business and convenience. From 4 p.m. Friday to 10 a.m. Monday, how many clerks work more than three hours? There is not the proper discipline during office hours and the necessary supervision over men and work, which are required everywhere outside of the Civil Service. Clerks enjoy too much liberty and are permitted to attend to private business which should be attended to before or after office hours. Of course my remarks apply to those who regularly and daily neglect their work, and who consider office hours and work of second consideration. Moreover, there are good and steady clerks who are at work as early as 9 a.m. and are at work as late as 5 p.m. from habit, and because they take an interest in the work and duties they perform, and they receive no thanks or reward. Whatever the office hours may be, the question is, are all officials and clerks diligently employed during office hours? Have good clerks to work early and late, because the idlers and incompetents neglect and shirk work and are non-efficient?

Work.

In continuation, I beg leave to recommend that the work and duties performed at all desks from the deputy to the junior clerk should be classified and sub-divided so that all officials and the clerks in classes be graded in accordance with the work and duties performed, so that the officials and clerks in the higher classes would have work and duties according to their positions and standing in the department; thereby all clerks from junior to senior would be trained up for more important work and higher duties. Under the present system, and from my experience, junior clerks are not trained, and class and salary have little to do with the nature and amount of work performed.

Class and Salary.

It is difficult to classify all work, as so much of the work originates from the outside service of the department, and a great deal of work performed has been simplified by printer's ink, consequently a large majority of clerks employed in the Civil Service have merely mechanical routine work to perform from day to day, or month to month throughout the year.

Maximum and minimum salaries of all classes, and the annual increase of salary to all clerks are regulated by length of service, and by the blue books of the Auditor General, without reference to work and duties performed. Consequently there are clerks in all classes and with salaries up to \$1,500 who perform work which any intelligent schoolboy, after a few weeks' experience could do as well, if not better; until remuneration is based upon the value of work performed no fair return can be given. The present system takes no cognisance of value of work, of ability, capacity for work, ambition, energy, ability and efficiency of a clerk; even individual merits and good services account for nothing.

Promotion.

In the true sense of the word, and as promotion is understood everywhere outside of the Civil Service, not one clerk in fifty receives promotion. Because an annual increase

of salary by length of service or blue book is not promotion and a clerk going from the maximum salary of one class to the minimum salary of the next class, is not promotion because his chair, desk, work, duties and position are, or may be, the same in both classes. By length of service he has reached the maximum salary of his class without reference to work and duties performed, and being promoted (?) to the next class does not alter his status. Moreover it may happen that one or two clerks at the head of their class may be incompetent and their work of no importance, yet by influence they have been promoted.

Examinations.

From my experience during the past thirty-two years of the system of appointments, and of clerks, work, class and salary, I have no hesitation in suggesting that the present Civil Service Examinations should be abolished. During the past ten years examination and promotion have been neither test nor proof of the merits of a clerk, and they have had little to do with the work performed before and after the examination or promotion. If a clerk is qualified before he is appointed to the department, and he is trained and looked after by the officials of the department, and he is ambitious to get on and do well, at the end of six months he will become efficient, and every year of his service he becomes more efficient by experience.

From my remarks and suggestions it is easily understood that a Government Department under the present system is far from being perfect. Unlike a bank or the army where rank, position, work, duties, pay and promotion, and merit are recognised—the Civil Service is system without head or tail. The departments are overcrowded with all sorts and condition of men and women. Class, salary and promotion have nothing to do with the nature and actual amount of work performed by clerks. However ambitious a good clerk may be, efficiency and merit count for nothing, he cannot obtain one dollar increase of salary for merit. The annual increase is given to every Tom-Dick-and-Harry, and simply for length of service.

If all idlers, loafers, incompetents and redundants were “weeded out,” all officials and clerks strictly observed the regulations governing office hours and attendance, and realised they had to work steady and honestly five or six hours a day on six days in the week to earn their bread and butter; merit and good services recognized for promotion and reward; the necessary supervision over men and work, and good discipline maintained in all branches of the department, all officials, clerks and messengers would experience a change for the better, and the department be improved in a methodical manner.

From my experience, thoughts and feelings as a clerk, and compared to men employed everywhere in the outside world, the work and duties performed by a large majority of clerks in the Civil Service do not overtax their brains, muscles and strength. It is a question if clerks do not have too much liberty, enjoy too many privileges, and if the number of statute holidays, and half holidays might not be curtailed.

With regard to temporary and extra clerks as employed in the Post Office Department, I think the two classes can be abolished—provided all officials and clerks from deputy to junior clerk work steady and honestly on six days in the week throughout the year, and all work and duties so sub-divided as to provide all employed with a fair amount of work to be done from day to day. Then as the work increases and as new appointments are required and recommended by the officials of the department, the temporary clerk or clerks, could be appointed and after a short probationary term made permanent if they show that they are likely to be efficient in every respect. But if they are not capable after a fair trial, they should be dismissed. Between permanent, temporary and extra clerks, after a few weeks' service, there can be no perceptible difference in efficiency and in the amount of work performed. There is no great hardship in permanent clerks working before or after office hours, when work is pressing, on two or three days in the week. But it is a fact that many clerks are appointed as temporary

or extra clerks to give them a position in the service and not because of extra work, and if they are qualified and efficient and employed all the year, they ought to be made permanent, as in all respects but pay they are as efficient as permanent clerks.

For many reasons I do not feel inclined to appear before the Board of Commissioners ; but trusting that my remarks and suggestions may be of some benefit to the Civil Service in general, and to the Post Office Department in particular.

I am, Sir,

Your obedient servant,

HENRY W. GRIFFIN.

P. O. Department.

APPENDIX H.

DEPARTMENT OF PUBLIC WORKS,
OTTAWA, 1st February, 1892.

SIR,—Having reference to the request of the Civil Service Commissioners for information respecting the amounts expended for public buildings, Ottawa, during the last six months of the years 1890-91, I have the honour to inform you, that the amount expended from 1st July to 31st December, 1890, amounted to \$70,536.00, while for the same period in 1891, the amount was \$58,038.94, being 82½ per cent of the year 1890.

I have, &c.,

D. A. MACPHERSON,
Assistant Secretary.

J. H. FLOCK, Esq.,
Secretary, Civil Service Commission.

APPENDIX I.

DEPARTMENT OF THE INTERIOR,
OTTAWA, 15th February, 1892.

SIR,—After correspondence with the Commissioner of Dominion Lands, I have the honour to submit at his request, an extract from a report made by him to the Minister of the Interior on the 1st November, 1889, containing a statement of the work performed in his office: I have explained to Mr. Smith, however, that no question as to the amount or value of the work done in his office, nor as to the value of his own personal qualifications and services, was raised by the Commission, the sole question being as to whether the work or a great portion of it could not be performed with equal convenience, so far as the department is concerned, and at less cost in the offices of the department at Ottawa.

I have, &c.,

A. M. BURGESS.

GEO. HAGUE, Esq.,
Chairman of the Civil Service Commission,
Ottawa.

(Copy.)

EXTRACT from a letter dated 1st November, 1889, from the Commissioner of Dominion Lands to the Honourable Edgar Dewdney.

OFFICE OF THE DOMINION LANDS COMMISSION,
WINNIPEG, 1st November, 1889.

To the Honourable EDGAR DEWDNEY,
Minister of the Interior, Ottawa.

SIR,—I have the honour to submit for your information the following report respecting the work of my own office and the offices under my control for the departmental year ending the 31st October, 1889, and concerning certain North-West matters of interest to the department.

WORK PERFORMED, REVENUE OBTAINED AND COST OF MANAGEMENT.

Commissioner's Office.

The following is a *résumé* of such of the work performed during the year in my own office as can be presented in a tabulated form.

Correspondence Branch.

Letters received:—

November	2,047
December	2,850
January	3,238
February	2,194
March	2,783
April	3,099
May	3,625
June	3,764
July	3,470
August	3,195
September	2,801
October	3,223

Total 36,289

Letters sent :—

November	2,182
December	2,165
January	4,086
February	2,414
March	2,704
April	3,089
May	3,553
June	3,485
July	3,731
August	3,089
September	2,412
October	2,506
Total	<u>35,416</u>

Cancellation Branch—

Cancellations carried out	1,079
do refused	98
do cases pending	183
Total	<u>1,360</u>

Patents Branch—

Applications for patents approved	1,730
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In addition to this a considerable number of Manitoba Act cases have been investigated and decided, the accountant's branch has been busily occupied and a large amount of work has been done in connection with matters which I will hereafter more particularly refer to, such as school lands, the Crofter settlements, the collection of seed grain advances, the supervision of the intelligence service, &c.

The cost of the office during the year has been, salaries, \$22,464.11; contingent expenses, \$1,856.96.

I would invite your attention to the following table, comparing the work performed by this office (so far as it can be tabulated) and the cost of management for the past year with each previous year of its existence.

Departmental Year.	LETTERS RECEIVED.			LETTERS SENT OUT.			CANCELLATIONS CARRIED OUT.			PATENTS APPROVED.			SALARIES—ANNUAL.			CONTINGENCIES—ANNUAL.		
	No.	Increase.		No.	Decrease.		No.	Increase.		No.	De-crease.		Amount.	Increase.		Amount.	Increase and Decrease.	
		No.	p. c.		No.	p. c.		No.	p. c.		No.	p. c.		No.	p. c.		Amount.	Amount p. c.	Increase Amount	De-crease Amount
1882 (8 mos.)	1546						335											
1882-83	8523						389			424			12,349 20					
1883-84	17986	9413	110	6224	73		1358	969	250	1448	1024	240	16,390 00					
1884-85	18491	555	3	14273	400		3,1243			115	8,1919	471	18,256 69	1,876 69	11%	2,155 92		
1885-86	24488	5987	32	6821	48		524			319	25,2683	1064	20,887 58	2,730 89	15%	2,736 93	631 01	
1886-87	28086	3008	15	8780	42		616			308	33,1367		21,066 18	78 60	3%	2,241 22	545 71	
1887-88	33309	5313	19	6276	21		976	360	58	1645	278	20	21,286 45	220 27	1	2,274 95	33 73	
1888-89	36289	2780	9	35416	10%	3316 increase in letters	1079	103	11	1730	85	5	22,464 11	1,177 06	5%	1,868 96	415 99	

During the past year it will be observed, the work in each branch has considerably increased over that performed in the previous year, while the excess in the cost of management is slight. It will be noticed too, that there has been a continual and rapid increase in the business transacted by the office since its inception while the increase in the cost has been comparatively small. While since the first complete year of the office's operation (1882-3) the annual work has more than quadrupled, the annual expense is not quite double what it was then.

It gives me much pleasure to refer to the cheerful and efficient manner in which their duties have been performed by the members of my staff. In order to keep pace with the increase of work it has been frequently necessary for many of them to work overtime and the observance of a number of statutory holidays has been discontinued.

In view of suggestions which have been made in certain quarters to the effect that the Land Board and my own office are unnecessary, and result in a duplication of work, I deem it advisable to remind you of the purpose for which they were created and the duties which were imposed upon them.

The memorandum to Council by the then Minister of the Interior on which the Order in Council of 31st October, 1881, constituting the Land Board and establishing the Commission is based, recites that formerly, owing to the comparatively small number of transactions, it has been expedient to carry on the Dominion Lands business at Ottawa, but "the impetus given to settlement by the progress of construction of the Canadian Pacific Railway and by the better and more widely spread knowledge of agriculture and other resources of the lands in the North-West, which has been disseminated, has so increased the volume of business connected with the administration of those lands as to render it absolutely necessary in the opinion of the undersigned to make provision for the more speedy disposal of the claims and disputes alluded to by having them as far as practicable finally dealt with at Winnipeg." For this purpose the appointment of a Commissioner was recommended, whose duties were: "To have, under instructions from the Minister of the Interior, general charge and supervision of the land granting, timber and mining business of his department in Manitoba and the North West Territories," to suspend officials and appoint substitutes, and to perform such other duties as might from time to time be imposed on him by Order in Council. An inspector of agencies was to be appointed for the purpose of inspecting land and timber agencies and to report through the Commissioner to the Deputy Minister of the Interior on such matters as pertained to his duties, and a Land Board was also to be constituted to consist of the Commissioner and inspector "to investigate and settle all disputed questions" arising out of the duties imposed on them individually and "all matters connected with the administration of the Dominion Lands system in Manitoba and the North-West Territories." It was also to report on any improvements in the system of administration it might consider expedient. The memorandum recommends "the decision of the Board as a general rule to be held as final subject of course to the jurisdiction of the legal tribunals," and it was only "in case of a difference of opinion between the members of the Board" that matters were to be referred to the Minister. All these recommendations were given effect to by Council. The statements which were made in the House of Commons at the time of the appointment of the Board and the first Commissioner give a very clear idea of the power and authority intended to be conferred upon them respectively. During the discussion of the estimates on the 28th April, 1882, the then Minister of the Interior stated: (see *Hansard* page 1202.) "The Commissioner will attend to land granting while the Inspector will examine the agencies' report upon them and maintain the machinery in good working order. Land disputes will be settled by the board, whose decisions, the members agreeing of course, will be considered as final, subject to reference to the Courts and to Parliament. Should the Commissioners differ, there would be ground for an appeal to the department and the Government. As fast as possible, all the land granting business will be transferred to Winnipeg and the North-West." The then Minister of the Interior, also stated on the 27th April, 1883, when moving the House of Commons into Committee on the Dominion Lands Bill (see *Hansard*, pages 861-2): "As was mentioned to Parlia-

ment during the last session, the Government thought the time had come when the patent office at Ottawa should be relieved of the duties of the land granting department. It is quite obvious, even supposing that there was plenty of time for all kinds of work to be done and that the officers were quite ready and able to do it, that delay must be very great. In order to prevent that, a Land Board was established. In the first place, a Commissioner was sent, in the person of Mr. Walsh, who is known to some honourable gentlemen opposite, and there was an inspector appointed to serve under him. These two gentlemen, the Commissioner and the Inspector, formed the Land Board. The arrangement was simply this: The Commissioner in the first place decides summarily any question that arises in respect to claims about settlement. Should there be any doubt, and should the party grumble at the decision of the Commissioner the Land Board, which consists of the Commissioner and the Inspector, give their decision, which is supposed to be final. Of course there is an appeal to the department here, but for all practical purposes, it is desirable that the Land Board should be considered a final tribunal. From the experience of the last year the system has been found successful. There are complaints, I know, that the Land Board have been too rigid in their construction of the law and that sometimes they have decided against parties when they should have decided otherwise. Of course such complaints will always arise. Neither of the gentlemen who compose the Board, nor the two as a Board, have any interest except that of doing their duty and carrying out the principles of the Dominion Lands Act. They sometimes may err, no doubt, and at the last moment there is always an appeal to the responsible Minister, the Minister of the Interior; but at the same time I must say that I feel it my duty to discourage all such appeals. I take it that when there are two experienced and honest men on the spot judging the evidence, having no interest except to do what is right, it is more probable that their decision will be right than any decision that the Minister or the officers of my department, far away from the scene of action and not hearing the parties, could be expected to give. I mean to say that the Board on the spot are more likely to decide correctly than is the department here. Still, however, we cannot and do not desire to ignore that responsibility, and in cases where it is shown that by a too rigid adherence to the letter of the law, parties have suffered injury, then the Minister can properly step in and relax the rigidity and stringency of the decision."

In consequence of the increase in the settlement and development of the North West the Land Board and the office of Commissioner are even more necessary now than at the time these statements were made. Without being desirous of magnifying my office I will venture to enumerate some of the more important functions I have to fulfil. I have to settle disputes referred to me by the local agents relating to applications for entries and as to improvements to be paid for in the case of cancelled lands; to consider and deal with requests for extension of time within which entries may be perfected and for leave of absence from homesteads; to adjudicate upon all applications for the cancellation of entries of homesteaders in default in the performance of their homestead duties, and to initiate cancellation proceedings when the reports of the homestead inspectors show such to be necessary; to reinstate on good cause being shown, persons whose homesteads have been cancelled; to investigate all claims to patent, and to countersign certificates of recommendation if the applicant is entitled—this duty being specifically imposed on me by the Dominion Lands Act—to grant time for the payment of pre-emptions and to restore pre-emption entries cancelled for non-payment on sufficient reasons being advanced; to direct the operations of the homestead inspection service; to instruct the land and timber agents from time to time on various matters, to keep a record of all their cash transactions, to see that their returns are regularly made and their cash properly deposited, and generally to exercise control and supervision over all the clerks and officers employed in the land granting branch of the department in the North West; to enquire into and report upon undisposed-of claims under the Manitoba Act—which duty was formerly performed by the late Chief Justice Wood and for which he received a salary of \$1,000 a year with an annual allowance of \$200 for travelling expenses—to interview personally a large number of people and to furnish information

to them in regard to the law and on other points pertaining to land matters, and generally to do such additional work as I may be called upon to perform, such as the purchase and distribution of seed grain and collecting repayment thereof, the selection of land for crofters and making purchases for and locating them, and also certain work for the Agricultural Department such as the supervision of the intelligence office, and the collection of the old seed grain mortgages. Nearly all of these are duties which could not properly be performed by local agents ; many could not be done in Ottawa, in consequence of the local knowledge required, and such as might be done would, in consequence of the distance, take so much longer to accomplish that great inconvenience would be inflicted on settlers by the delay and by the expense which a journey to Ottawa, when a personal interview was required, would cause. Even if the work were done at Ottawa there would be very little if any saving in expense as it would simply necessitate the transfer of my staff to the head office. In point of fact my office is merely a branch of the head office removed to Winnipeg ; not to duplicate work, but for the purpose of decreasing it and dealing with it more expeditiously. The Land Board, which now consists of four instead of two numbers, is, I may observe, a cause of no extra expense, as its members are employed in other duties which, in any case, must be performed ; Mr. Pearce being the superintendent of Mines ; Mr. Gordon, the inspector of land agencies, and Mr. Aikman, the Dominion lands agent at New Westminster."

APPENDIX J.

OTTAWA, 23rd February, 1892.

SIR,—I have the honour to state for the consideration of the Civil Service Commission that under the rule adopted recently, to the effect that the salaries of all temporary clerks must be stopped during absence on account of illness, the surveyors and professional men employed in the Topographical Surveys Branch of the department of the Interior cannot be paid for the time they are temporarily absent from duty on account of ill-health. So far as I am aware, the only reason why all the professional gentlemen on the staff of this department are not paid from the appropriation for Civil Government is because it was years ago decided that the cost of surveys should be charged to capital account; and the cost of examination and correction of the plans, field notes and other returns of surveyors, by experts at headquarters, which is the work in which they are engaged, is as properly chargeable to the capital appropriation for surveys as is the cost of the work performed in the field. The gentlemen employed in the office duties connected with the surveys are therefore styled temporary or extra clerks, merely because there is no other term in the nomenclature of the Civil Service Act which could be used to describe them. They are, however, neither temporary nor extra clerks in the ordinary sense of that term, and their employment is and should be as permanent in its character, having due regard to efficiency and economy, as that of any other class of public servants.

For the purpose of illustrating the manner in which the rule alluded to in the opening sentence of this letter operates, I would bring particularly to the attention of the Commission the case of Mr. J. S. Dennis, D.T.S., the chief inspector of surveys, who has been employed in the Department of the Interior for more than six years in his professional capacity of Dominion Land Surveyor, and during the past five years as inspector of surveys and chief inspector of surveys, respectively. The duties with which he has been and is now charged are not in any sense of a temporary character; they form an important and necessary factor in the prosecution of the surveys of Dominion Lands, the rule being that no work done in the field is paid for until he has inspected and passed it; and his position as chief inspector is only temporary in the sense that he has not yet been appointed by Order in Council, although a recommendation for his appointment has been made to Council.

During his six years of service Mr. Dennis has never availed himself of the statutory three weeks holidays in each year, which until recently were granted to temporary and permanent employees alike, and has only been absent from duty, owing to illness or other unavoidable causes, for a very few days; but having been obliged by illness to remain away for nine days from the office during the month of January last, it has been necessary to deduct \$45.00 from his salary for that month.

The qualifications necessary to enable any person to enter and pursue the professions of Dominion Topographical and Dominion Land Surveyors are prescribed by an Act of the Parliament of Canada. They are qualifications of a very high order, which only gentlemen of superior education and scientific attainments possess. All the gentlemen employed in the technical work of the Topographical Survey Branch of the Department of the Interior are either Dominion Topographical Surveyors—the highest degree attainable under the law—Dominion Land Surveyors, or graduates of l'Ecole Polytechnique of Montreal or of the Royal Military College of Kingston. The training at the Military College at Kingston—a Government institution—is exceptionally good and well calculated to fit those who receive it for the technical office work of the Department of the Interior; I am aware from experience of the work of its graduates that the same observation applies to the scientific course of l'Ecole Polytechnique of Montreal; and I am under the impression that the decision of the Government recited in the first paragraph of this letter was never intended to apply to employees of this class.

The Minister of the Interior has brought this whole subject to the attention of His Excellency the Governor General in Council, and has recommended that he be authorized to treat those of the officials in his Department, who are paid out of the capital appro-

priation for surveys, and who are either Dominion Topographical Surveyors, Dominion Land Surveyors or qualified draughtsmen, so far as leave of absence is concerned, in the same way as if they were employed under the authority of an Order in Council, and paid out of the Civil Government appropriation. I submit, however, that all the reasons which can be urged in favour of the permanent employment of any class of officials in the public service are reasons which apply to the professional men engaged in the supervision examination and correction of the surveys of the public lands—a class of public business which, if the country itself survives, must be carried on for a century to come. In order that the Commission may have as good an idea as I can convey to them of the importance of the survey work, I enclose herewith a copy of a memorandum which I made to the Minister of the Interior on the 20th June, 1890, on the strength of which Mr. W. F. King was appointed Chief Astronomer of the Department.

I have the honour to be, Sir,
Your obedient servant,

A. M. BURGESS.

GEO. HAGUE, Esq.,
Chairman,
Civil Service Commission,
Ottawa.

(Copy.)

DEPARTMENT OF THE INTERIOR, OTTAWA, 20th June, 1890.

SIR,—On the 18th June, 1889, a memorandum was sent to Council, recommending that Mr. W. F. King, M.A., D.T.S., the Chief Inspector of Surveys, be appointed a special technical officer with the title of Chief Astronomer to the Department of the Interior, the necessary provision therefor having been made in the estimates. The Treasury Board, to whom the matter was referred, reported that they could not concur in this recommendation, as it did not appear that the office to which it was proposed to appoint Mr. King had been created in the Department of the Interior. I immediately made the necessary report, under section 15 of the Civil Service Act, that such an officer is necessary for the proper performance of the public business: and that report, concurred in by you, was forwarded to the Treasury Board on the 6th July last. On the 27th October the papers were returned to this department by the secretary of the Treasury Board, without remark. I understand, however, that the reason why the action recommended was not taken was that the board did not consider the reasons given for recommending Mr. King's promotion were sufficient. They were exactly in accordance with the wording of the statute in respect of promotions; and I may say that I had not in any previous case furnished or been asked to furnish any other. There are undoubtedly, however, good grounds outside those indicated in the statute which can be urged in favour of the promotion of Mr. King, as the following explanations will show.

Under our system of survey, Dominion Lands are laid off in quadrilateral townships each containing 36 sections of as nearly one mile square as the convergence of meridians will permit. As a matter of fact, no section is exactly one mile square: and although in the case of any one section the surplus or deficiency of area may not be of consequence, very great care must be exercised, otherwise the gores and overlappings would soon become a source of very serious complication. Another source of complication lies in errors of measurement. Absolute precision is an abstraction; a measurement of any kind is always more or less erroneous, but is called precise when the error does not exceed certain limits. It has been found by experience that the best class of measurement by chainage work is liable to errors of at least ten links per mile, so that a measurement is accepted as correct when the discrepancies do not exceed that limit. In the same way, subdivision work is accepted as practically correct when the error does not exceed fifty links per mile. In laying off a section of 640 acres, the resulting errors are

eight tenths of an acre and four acres in standard and subdivision work respectively. Both these quantities are small enough to be of no consequence for all practical purposes but were a surveyor to start from Winnipeg and carry a line of survey by chain measurement to the longitude of Calgary, he would, as a consequence of the resulting error mentioned and, without making any accidental errors in the work, be one mile out, his true position, while assuming his measurements to be made for subdivision purposes, be, however, five miles out of his true position.

These difficulties have been provided for in the following way :

Previous to the subdivisions of townships by ordinary Dominion Land Surveyors, outline surveys are made by Dominion Topographical Surveyors, men of a superior professional grade, who receive their commissions after passing a severe examination in the higher mathematics, as prescribed by law. That the qualifications of a Dominion Topographical Surveyor are of a superior order is evinced by the fact that while there are hundreds of surveyors who have obtained the Dominion Lands Surveyor's commission, there are but nineteen who have passed into the higher grade since it was provided for in 1879. The instructions under which these gentlemen carry out the outline surveys and investigate and adjust the residual errors, and the numerical data of which they make use in this important work, are furnished by Mr. King. Some of these numerical data are embodied in the tables accompanying the Manual of Dominion Land Surveys and which I need scarcely say constitutes the official instructions to all those engaged in the practice of the profession under this department, and many of the tables themselves were computed by him. In making these computations he had to take into consideration the true figure of the earth, one of the most abstruse and intricate branches of mathematics. The work of investigating and adjusting the residual errors was commenced by him in 1878, when he began a series of astronomical observations over the North-West Territories which have been continued until the present day. In all cases the calculations are either made or revised by Mr. King himself.

It is the practice of the department to collect through its surveyors information of a scientific character, such as observations of magnetic declination, inclination and intensity, whenever this can be done without extra cost. When the observations are complete, the computations are made by Mr. King.

In addition to the above, special work is constantly arising, such as the Yukon Expedition and the astronomical observations for fixing the approximate position of the 141st degree of longitude, the calculation of the starting points for surveys in British Columbia, the computation of the boundary of the Railway Belt in British Columbia, and other work of the same class which need not here be detailed. The performance of the duties of which an outline is attempted in this memorandum, involves mathematical knowledge of the highest order, and is much beyond what may be reasonably expected from an ordinary surveyor. For this work Mr. King is particularly well fitted. He is a mathematician of great merit, having taken the gold medal in mathematics at Toronto University in 1874, which is the highest distinction obtainable in Canada, in this branch of learning. He is also a well trained and skilful observer, having been continuously engaged on scientific work since 1872, when he began as computer and assistant astronomer on the International Boundary Commission, for which position he was recommended by the Government of Canada on account of his brilliant University career, especially in mathematics.

Dominion topographical surveyors are paid at the rate of \$6 per day and expenses, equal to \$2,190 per annum. That this is not too high a rate of remuneration is shown by the fact that the number available is not equal to the requirements of the department. Although as stated, nineteen commissions have been issued, but a small number of those holding them are available for Government work. Being men of unusual ability, surveyors of this class have readily found lucrative positions elsewhere, such for example, as Government superintendent of mines for Manitoba and the North-West, surveyor general of British Columbia, surveyor and assistant land commissioner of the Hudson Bay Company, land commissioner of the North-West Coal and Navigation Company, professors in scientific schools, &c.

In order to show the practical advantage of conducting the surveys of the public lands on the precise scientific basis which renders necessary the employment of a gentleman of Mr. King's high mathematical qualifications, I may mention that although hundreds of law suits on land matters have arisen in Manitoba and the North-West during past years, more particularly after the collapse of the boom of 1882-83, not one of the suits so far as I have been able to learn—and I have, I need scarcely say, the best means at my disposal of obtaining the information—has had any relation whatever to, nor was in any way dependent upon a disputed boundary. I am quite sure that to most members of the Government, with the knowledge they have of the ruinous land litigations in the older provinces which had their origin in inferior surveys and consequent disputes about boundaries, this information will suffice to prove that the survey system of the North-West is a public benefaction, and that one who has had so much to do with perfecting the system and applying it in practice to the parcelling out of the public lands, and whose talents and qualifications are of such a high order as Mr. King's, should obtain the recognition which it is again recommended should be conferred on him—namely, that he be appointed a special technical officer under schedule "A" of the Civil Service Act, with the title of Chief Astronomer.

I have the honour to be, Sir,

Your obedient servant,

A. M. BURGESS,

Deputy of the Minister of Interior.

The Hon. E. DEWDNEY,
Minister of the Interior,
Ottawa.

APPENDIX K.

DEPARTMENT OF INDIAN AFFAIRS,
OTTAWA, 18th January, 1892.

GENTLEMEN,—As I did not have the opportunity of attending the last meeting of the employees, I have ventured to submit for your consideration a few suggestions in reference to the re-organization of the Civil Service, which probably may not have occurred to others.

Yours, &c.,

A. W. L. GOMPERTZ,
Department of Indian Affairs.

The Civil Service Commissioners of Investigation.

SUGGESTIONS *re* CIVIL SERVICE RE-ORGANIZATION.

Qualifying Examinations.

Let such be entirely dispensed with in such instances where the candidates have been previously employed in the Civil Service, as clerks on the permanent staff in Great Britain, &c., for a term of not less than three years, and who have satisfactory testimonials for good conduct and efficiency during such period.

Outside Division.

Where employees have passed the entrance examination, and have been employed as clerks continuously in the outside division for a period of not less than four years, and have proved themselves efficient, let it be permitted for them to be transferred to the inside division of their own department, or any other department, without any further examination, at a salary the same as then receiving at the time of such transfer, but to be raised \$50 a year from the date of such transfer until it reach the maximum of \$1,000 of the third class, and henceforth promotion and increase of salary to go on the same as usual, such employee being considered after transfer as a third class clerk.

Superannuation.

Let the contribution to the superannuation fund be made compulsory by both inside and outside divisions, provided that—

(a) It be optional for any employee to retire at any time he or she may desire, on superannuation allowance, or commutation thereof, whether such employees shall have been in the service ten years, or any less period of time.

(b) Should the employee die while in the service, then such superannuation allowance, or commutation thereof, shall be paid to the legal representative or representatives of such deceased employee.

(c) It shall be optional for the employee or his or her representative or representatives to take a superannuation allowance (if entitled thereto) or a commutation thereof.

(d) Such portion of the Civil Service Act, now in force, which empowers the executive to cause the employee, in case of misconduct, to forfeit all superannuation allowance, or commutation thereof, should be repealed; and in lieu thereof a clause introduced, granting any employee who may have misconducted himself or herself, the total amount of his or her contributions to the superannuation fund, together with annual compound interest at five per cent, or if such employee have served for ten years, an annuity of equivalent value, if such employee so desire. No endowment society is permitted to cause any of its investors or subscribers to lose their annuities through misconduct, and therefore why should the present law referring to this be repealed and Civil Servants placed on as equitable a footing as subscribers to or investors in endowment societies, especially when the contributions to the superannuation fund is compulsory.

Post Office.

Either abolish the use of money orders, and substitute post office cheques, payable to bearer, or have both, as the use of cheques economizes considerable time and trouble to purchasers, as well as employees, and would reduce the post office expenditure. Such cheques have been in use in England, and other countries for many years, and have been found to work most satisfactory.

APPENDIX L.

DEPARTMENT OF MILITIA AND DEFENCE,
OTTAWA, 1st February, 1892.

SIR,—In furnishing, as asked by your note of the 23rd ultimo, the enclosed comparative statement, showing the employees at the militia stores and drill hall in the years 1882 and 1891 respectively, with the cost at each period, I have the honour to state that certain additions of the working staff of the stores became necessary, upon the establishment of the present system of manufacturing in Canada all the militia clothing, with other articles of equipment and store supplies required for the permanent corps of cavalry, artillery and infantry, and for the militia generally.

The receiving and distribution of the clothing and stores, after the inspection, as well of the constant care of clothing to protect the same from injury and deterioration by moths, mildew, dust, &c., necessitated the employment of additional labour in the stores.

In 1885, the work entailed upon the store branch by the North-West Rebellion, called for more assistance for a considerable period; and, for some time after the close of the campaign, a continuance of some of the extra men was absolutely necessary.

Since the year 1882, the armourer's shop at Ottawa has been established, for the care and repair of the arms in use by the force throughout Military District No. 4, as well as in store charge at headquarters. This has necessitated the employment of an armourer and an assistant, with lately a young lad as apprentice. The work done is both important and valuable.

It will be observed from the enclosed statement, that seven men, who were employed for short periods, have been discharged. One assistant armourer has been transferred from Ottawa to Kingston station, Military District No. 3.

I have the honour to be, Sir,
Your obedient servant,

C. EUG. PANET, Colonel,
Deputy Minister of Militia and Defence.

J. H. FLOCK, Esq.,
Secretary to the Civil Service Commission,
Ottawa.

LIST of Employees (of all classes) in the Drill Hall at Ottawa, in 1882 and 1891, and their cost.

Employees.	Duties.	Time.	Wages.
	1882.		\$ cts.
Wheatley, R.	Caretaker	1 year	456 25
	Total Cost in 1882		456 25
	1891.		
Benbow, T. J.	Caretaker	1 year.	456 25
McCarthy, P.	do Governor General's Foot Guard Armoury	1 do	365 00
Pilon, J. A.	do Artillery harness and stores, Ottawa Field Battery	1 do	365 00
	Total Cost in 1891		1,186 25

LIST of Employees (of all classes) in the Militia Stores at Ottawa in 1882 and 1891,
and their cost.

Employees.	Duties.	Time.	Wages.
<i>Militia Stores, 1882.</i>			\$ cts.
Clarke, P.	In charge as store clerk	1 year	
Fisher, S.	Storeman	362 days	340 25
Lepine, H.	Carpenter	1 year	492 75
Wood, J.	Repairing tents and camp equipment	1 do	391 25
Adams, J. W.	Labourer	1 do	365 00
Cawdron, H.	do	181 days	135 75
Duffy, W.	do and storeman	144 do	144 00
Total Cost in 1882.			1,869 00
<i>Militia Stores, 1891.</i>			
Clarke, P.	In charge as Store Clerk	1 year	
Barker, H. C.	Foreman of stores	1 do	547 50
Fisher, S.	Storeman	1 do	456 25
Wheatley, R.	do	1 do	365 00
Wingate, J.	Repairing tents and camp equipment	1 do	365 00
Duffy, W.	Labourer and storeman	1 do	456 25
Corbett, W.	do	1 do	456 25
Ryan, M.	do	1 do	365 00
Bishop, T.	do	1 do	365 00
Doyle, W. G.	do	1 do	365 00
Donaldson, J.	do	1 do	365 00
McConaghy, H.	do temporary	1 do	365 00
Simoneau, J.	do do	1 do	365 00
Walsh, J.	do do	141 days	141 00
Monaghan, P.	Discharged	69 do	69 00
Jeffrey, W. H.	do	245 do	245 00
Chateauvert, E.	do	31 do	38 75
Morin, T.	do	67 do	83 75
Morency, G.	do	77½ do	96 88
Hunnington, J.	do	34 do	42 50
Côté, I.	do	50 do	62 50
<i>Armourer's Shop.</i>			5,615 63
Smallwood, S.	Armourer	1 year	711 75
McCrae, W.	Assistant Armourer (transferred to Kingston)	162 days	202 50
Cawdron, H.	do temporary	120 do	120 00
Donaldson, R.	Apprentice, temporary	1 year	182 50
<i>Carpenter's Shop.</i>			
Auclair, F.	Carpenter	1 year	492 75
<i>Magazine, Nepean Point.</i>			
Thompson, G.	Caretaker	1 year	456 25
Total Cost in 1891			7,781 38

APPENDIX M.

OTTAWA, 6th May, 1892.

SIR,—I have the honour to enclose to you herewith, as promised by the Deputy Minister of Public Works during his examination before the Civil Service Commissioners, a complete list of employees of the Department of Public Works.

I have the honour to be, Sir,

Your obedient servant,

D. A. MACPHERSON,

Assistant Secretary.

J. H. FLOCK,
Secy. C. S. Commission,
Ottawa.

DEPARTMENT OF PUBLIC WORKS.

No.	Names.	Positions.	Salaries.
PERMANENT EMPLOYEES.			\$ cts.
1	A. Gobeil.....	Deputy Head.....	3,200 00
2	E. F. E. Roy.....	Chief clerk—Secretary.....	1,825 00
3	O. Dionne.....	do Accountant.....	2,375 00
5	Thomas Fuller.....	Chief architect.....	3,200 00
7	R. Steckel.....	do clerk, Engineering Branch.....	2,350 00
8	J. P. Macpherson.....	1st class clerk.....	1,800 00
9	F. C. Lightfoot.....	do.....	1,687 50
10	J. C. Taché.....	do.....	1,400 00
11	E. T. Smith.....	do.....	1,500 00
12	A. E. Belleau.....	2nd do.....	1,400 00
13	A. G. Kingston.....	do.....	1,400 00
14	Jos. Vincent.....	do.....	1,375 00
15	Thos. Fortier.....	do.....	1,287 50
16	S. E. O'Brien.....	do.....	1,287 50
17	I. Côté.....	do.....	1,275 00
18	D. A. Macpherson.....	do assistant secretary.....	1,125 00
19	J. C. Blais.....	do.....	1,100 00
20	J. A. Thériault.....	do.....	1,100 00
24	J. E. Verreault.....	3rd do.....	1,000 00
25	James Slater.....	do.....	1,000 00
26	E. J. Smith.....	do.....	900 00
27	G. F. Hennessey.....	do.....	875 00
28	R. J. Robillard.....	do.....	762 50
<i>Messengers.</i>			
34	Ed. McG. DesRivières.....	Messenger.....	435 00
35	Victor Lepage.....	do.....	397 50
EXTRA EMPLOYEES.			
<i>Secretary's Branch.</i>			
	F. X. R. Saucier.....	Law clerk.....	3 00 p. d.
	T. W. Keir.....	Mail clerk.....	3 00 do
	H. G. Guppy.....	Indexing clerk (Record Room).....	2 75 do
	F. Gingras.....	Assistant in Law Clerk's office.....	3 00 do
	L. H. Coleman.....	In charge of printing, advertising, &c.....	2 50 do
	R. C. Desrochers.....	Stenographer to Minister.....	2 75 do
	P. Prud'homme.....	In charge of copying done outside.....	1 75 do
	Thos. M. Doody.....	Assistant to Archivist, &c.....	2 25 do
	J. E. Desjardins.....	Assistant in Mail Room.....	1 75 do
	O. Durocher.....	Copyist.....	1 50 do
	A. Rouleau.....	French correspondent.....	1 75 do
	M. Panet.....	Journal clerk (Record Room).....	2 00 do

DEPARTMENT OF PUBLIC WORKS—Continued.

No.	Names.	Positions.	Salaries.
<i>EXTRA EMPLOYEES—Continued.</i>			
<i>Secretary's Branch—Concluded.</i>			
	J. St. Denis	Stenographer and copyist in Law Clerk's Office	2 00 p. d.
	Nap. Bélanger	Distribution clerk (Record Room)	2 00 do
	M. Belliveau	Copying clerk	1 50 do
	J. E. Cusson	Record clerk and stenographer	2 25 do
	Joseph Chalifour	Copyist	1 50 do
	Oscar Chevrier	do	1 25 "
	Mrs. J. F. Hyndman	Typewriter	2 00 "
	L. G. Long	Writer in Law Clerk's office, also in charge of attendance book	2 00 "
	John Delaney	Copyist	1 50 "
	M. McRae	In charge of annual report and statements	2 00 "
	F. X. Gagné	Copyist	1 75 "
	Miss D. M. Moray	Stenographer and correspondent	2 25 "
	Didier Couture	Copyist	1 50 "
	A. R. Parent	do	1 75 "
	J. C. Moore	do	2 00 "
	Gustave Smith	Draughtsman	2 75 "
	A. J. H. Russell	do	100 00 p. m.
<i>Accountant's Branch.</i>			
	J. B. St. Laurent	Issuing cheques, &c.	3 00 p. d.
	J. V. Woolsey	Keeping records, &c.	2 50 "
	H. C. Stevenson	Keeping general certificates, &c.	3 00 "
	J. B. E. Bédard	Keeping personal ledger and cheques	2 50 "
	A. Hardy	Keeping works ledger	2 25 "
	H. Lyons	Checking accounts, &c.	1 75 "
	John Gordon	Keeping works advertising ledger	2 00 "
	Ernest Dionne	Keeping appropriation ledger	83 33 p. m.
	J. A. Morin	Preparing returns, &c.	1 50 p. d.
<i>Mechanical Engineer's Office.</i>			
	Wm. King	Mechanical engineer	100 00 p. m.
	E. B. Godwin	Clerk	87 50 "
	C. Robinson	Clerk and draughtsman	87 50 "
	J. S. King	do	45 00 "
<i>Technical Branch.</i>			
	A. Dostaler	Checking clerk, &c.	2 00 p. d.
	E. R. Lafèche	Copyist	2 25 "
	Alf. Gaudet	do	1 50 "
<i>Messengers.</i>			
	A. Bray	Acting chief messenger	1 60 p. d.
	D. Ladouceur	Messenger	41 67 p. m.
	F. X. Lavigneur	do	45 00 "
	H. Turcotte	do	40 00 "
	N. Potvin	do	1 25 p. d.
	Blain de St. Aubin	do	1 25 "
	E. W. Borbridge	Page	1 00 "
	J. McGregor	do	20 00 p. m.
CHIEF ARCHITECT'S BRANCH.			
1	D. Ewart	Assistant architect	2,500 00 p. ann.
2	J. W. H. Watts	Architect in charge of Drawing Office	1,800 00 do
3	W. R. Billings	Architect and general office assistant and superintendent in the preparation of plans for heating public buildings	1,550 00 do
4	J. P. M. Lecourt	Superintending architect	2,000 00 do
5	J. Bowes	Architect in charge of penitentiaries	180 00 p. mo.
6	J. W. Jordan	Architect and assistant to Mr. Ewart in the examination of accounts and claims	1,100 00 p. ann.

DEPARTMENT OF PUBLIC WORKS—Continued.

CHIEF ARCHITECT'S BRANCH.

No.	Names.	Position.	Present Salary.	
			\$	cts.
7	E. A. Mara	Draughtsman	95	00 p. mo.
8	F. L. F. Taylor	do	1,000	00 p. ann.
9	T. W. Fuller	do	800	00 do
10	F. X. Paquet	do	1,000	00 do
11	J. B. Lamb	Draughtsman and assistant to W. R. Billings in preparing heating plans	90	00 p. mo.
12	L. Charron	Copying draughtsman	91	25 do
13	C. Beaudry	do	50	25 do
14	W. Curran	Corresponding clerk and stenographer, at present acting as assistant to H. J. Peters, Clerk of Works at Regina	1,250	00 p. ann.
15	T. J. McLaughlin	Corresponding clerk	1,200	00 do
16	J. S. Richard	Clerk	68	44 p. mo.
17	C. Tresidder	do	68	44 do
18	Jas. J. Warwick	do	68	44 do
19	J. Shearer	Clerk of works, chiefly engaged in preparing estimates and general inspection of buildings	100	00 do

N.B.—8, 9, 10 and 11 engaged in preparation of Contract Plans, &c., from sketches and instructions.

LOCAL ARCHITECTS.

No.	Names.	Where Employed.	Commission.
1	J. C. Dumaresq	Halifax, N.S.	The local architects are paid by commission on work done under their charge, and the usual rates are as follows: 7½ per cent commission on repairs, which includes preparing plans, specifications, estimates and superintending the work; 2½ per cent commission on new work, which is for superintendence, preparing estimates, reports, &c.
2	J. F. Peachy	Quebec.	
3	James Nelson	Montreal.	
4	A. Raza	do	
5	Power & Son	Kingston.	
6	R. C. Windyer	Toronto.	
7	Denison & King	do	
8	W. C. Harris	Charlottetown, P. E. I.	
9	John M. Moore	London.	
10	J. C. Pothiers	Three Rivers.	
11	W. R. Marshall	Brandon, Man.	
12	C. O. Wickenden	Vancouver, B.C.	
13	Kennedy, Gaviller & Holland	Barrie, Ont.	

LOCAL CLERK OF WORKS.

No.	Where Employed.	Names.	Monthly Rate.
			\$ cts.
1	St. John, N.B.	John E. Turnbull	100 00
2	Winnipeg, Man.	D. Smith	125 00
3	Regina, N.W.T.	H. J. Peters	140 00
4	Calgary, N.W.T.	H. D. Johnson	100 00
5	Supreme Court, Ottawa	H. L. Pinard	90 00
6	Vancouver, B.C.	Wm. Bailey	100 00
7	Carleton Place, Ont.	Andrew Bell	75 00
8	Lachine, Que.	J. B. Metayer	75 00
9	Fraserville, Que.	E. Marquis	75 00
10	St. Hyacinthe, Que.	J. Chenette	75 00
11	Sydney, C.B.	John E. Burchell	75 00

CHIEF ARCHITECT'S BRANCH—Continued.

CLERKS OF WORKS STAFF AT OTTAWA.

No.	Names.	Occupation.	Wages per day.
1	F. Breton	Clerk of Works.	\$ cts. 3 00
2	J. D. Gareau	Clerk	2 75
3	J. H. Ellis	Foreman Carpenter.	3 00
4	V. Labelle	do Mason	2 75
5	J. H. Derinzey	do Painter	2 75
6	F. Tremblay	do Roofer	2 50
7	L. David	do of Labourers	2 25
8	J. B. Lamontagne	Time-keeper	2 25
9	C. Laframboise	Store-keeper	2 25

GOVERNMENT HOUSE STAFF.

1	W. M. Hutchison	Clerk of Works	90 00 p. m.
2	Geo. Reid	Carpenter	2 50 p. d.
3	N. Laflamme	do	2 00 do
4	T. Ambridge	do	2 00 do
5	S. Leclaire	do	2 00 do
6	M. Greene	Carter	2 00 do
7	M. West	Fireman	1 25 do
8	J. Sharpe	Labourer	1 25 do
9	F. X. Dionne	do	1 25 do
10	J. Simard	do	1 50 do
11	S. Maxwell	Seamstress	1 00 do

List of Workmen Employed on Clerk of Works Staff.

1	Thos. Fortin	Carpenter	2 00
2	L. Côté	do	2 50
3	Thos. Price	do	2 00
4	P. Bédard	do	2 00
5	S. Desjardins	do	2 00
6	Thos. Collins	do	2 00
7	M. Laflamme	do	2 00
8	J. Sampson	do	2 00
9	O. Lanoue	do	2 00
10	P. Dionne	do	2 00
11	W. D. Lemieux	do	2 00
12	A. Rivers	do	2 00
13	Thos. Fitzgerald	do	2 00
14	E. Oliver	do	2 00
15	J. Ringland	do	2 00
16	A. Thibault	do	2 50
17	J. Seguin	do	2 00
18	R. Bryne	do	2 00
19	J. Gaulin	do	2 00
20	J. Meagher	do	2 00
21	S. Skinner	do	2 00
22	C. Labelle	Mason	2 75
23	C. Larose	do	2 50
24	J. Regan	do	2 00
25	E. Webster	Bricklayer	2 00
26	A. Gariépy	Roofer	1 75
27	H. Proulx	Plasterer	2 50
28	L. Dubuc	do	2 50
29	J. White	do	2 50
30	H. Phillion	Carter	2 25
31	N. Arial	do	2 00
32	J. Keays	Painter	2 00
33	Tel. Pruneau	do	2 00

CHIEF ARCHITECT'S BRANCH—Continued.

List of Workmen—Concluded.

No.	Names.	Occupation.	Wages.
			\$ cts.
34	Théo. Bussière	Painter	2 00
35	E. St. Pierre	do	2 00
36	A. Langlois	do	2 00
37	N. Dery	do	1 50
38	S. M. Bollard	Watchman	1 25
39	R. Nash	do	1 25
40	J. B. G. Samson	do	2 00
41	J. Richard	Upholsterer	1 75
42	J. Whitmore	Labourer	2 00
43	M. O'Grady	do	1 25
44	D. Scrim	do	1 50
45	L. Fortier	do	1 50
46	O. Dubé	do	1 50
47	J. Gauthier	do	1 50
48	J. Laframboise	do	1 50
49	Jas. Green	do	1 50
50	E. R. Lanniére	do	1 75
51	J. Bédard	do	1 50
52	M. Charrier	Labourer	1 50
53	J. Patry	do	1 50
54	P. Giroux	do	1 50
55	J. Plante	do	1 40
56	L. Perrier	do	1 25
57	C. Lavinge	do	1 25
58	O. Leduc	do	1 25
59	F. Penehard	do	1 50
60	C. Dufresne	do	1 25
61	H. Vézina	do	1 25
62	D. Brassard	do	1 25
63	J. Street	do	1 25
64	A. Bouchard	do	1 25
65	Thos. O. Boyle	do	1 25
66	J. Desjardins	do	1 25
67	P. Piché	do	1 25
68	H. Ouimet	do	1 25
69	D. Roy	do	1 25
70	Chas. Lepage	do	1 25
71	E. Sigouin	do	1 25
72	A. Boutet	do	1 25
73	F. Larocque	do	1 25
74	G. Guertin	do	1 25
75	E. Ladouceur	do	1 25
76	J. Hurley	do	1 25
77	C. Macera	do	1 25
78	Geo. Turner	do	1 25
79	J. Champagne	do	1 50
80	J. N. Bray	do	1 50
81	A. Mathier	do	1 25
82	E. Lapointe	do	1 25
83	O. Robillard	do	1 25
84	O. Clouthier	do	1 25
85	H. Pagran	do	1 25
86	J. Ouelette	do	1 25

CHIEF ARCHITECT'S BRANCH—*Continued.*

LIST of Engineers, Firemen, Caretakers, &c.

Nova Scotia.

No.	Position.	Name.	Place.	Building.	Monthly Rate.
					\$ cts.
1	Caretaker	James Morrison	Amherst	Public Building	33 33
2	do	John McKay	Annapolis	do	33 33
3	do	Angus McDonald	Antigonish	do	33 33
4	do	John McAskill	Archat	do	1 25
5	do	A. S. McDonald	Baddeck	do	16 67
6	do	Wm. Power	Halifax	Ex-warehouse	41 67
7	Engineer	John Powell	do	Dominion Building	62 50
8	Fireman	Richard Power	do	do	50 00
9	Watchman	W. H. Gray	do	do	39 00
10	Caretaker	M. Sullivan	do	do	33 33
11	do	D. McDonald	New Glasgow	Public Building	33 33
12	do	Angus McEachern	North Sydney	do	33 33
13	do	Geo. Robson	Pictou	Custom House	33 33
14	do	N. H. McNeil	Sydney	Public Building	33 33
15	do	H. McCulloch	Truro	do	33 33
16	do	J. W. Smith	Windsor	do	33 33
17	do	Robert Spears	Yarmouth	do	33 33

Prince Edward Island.

18	Engineer	D. McLeod	Charlottetown	Dominion Buildings	33 33
19	Fireman	J. S. McLeod	do	do	28 00
20	Messenger	Geo. Walker	do	do	37 03
21	do	C. J. Mitchell	do	do	37 50
22	Watchman	D. F. McDonald	do	do	33 33
23	Caretaker	M. Lambert	Montague	Public Building	10 00
24	do	Jas. Brazil	Summerside	do	33 33

New Brunswick.

25	Caretaker	Jas. A. Melançon	Bathurst, N.B.	Public Building	33 33
26	do	J. R. Reid	Carleton	do	8 33
27	do	R. B. Adams	Chatham	do	10 83
28	do	Wm. Gould	Dalhousie	do	33 33
29	do	Jas. Perkins	Fredericton	do	33 33
30	do	E. B. Hicks	Moncton	do	33 33
31	do	P. Keating	Newcastle	do	33 33
32	do	Geo. Campbell	St. John	Penitentiary	37 50
33	Engineer	Geo. W. Jones	do	Custom House	60 00
34	Fireman	C. White	do	do	50 00
35	Caretaker	James A. Paul	do	do	41 67
36	Engineer	Henry Howe	do	Post Office	55 00
37	Engineer, hoist	Ed. Haney	do	do	50 00
38	Caretaker	Sam Topping	St. Stephen	Public Building	33 33
39	do	Thos. Asbill	Sussex	do	33 33
40	Acting caretaker	Wm. Kennedy	Woodstock	do	33 33

Quebec.

41	Caretaker	John Woods	Aylmer	Public Building	8 33
42	do	I. Baldwin	Coaticook	do	33 33
43	do	Thos. Paquin	Hull	Post Office	16 66
44	do	C. Guilbault	Joliette	Public Building	33 33
45	do	M. Robert	Lachine	do	20 83
46	Engineer	Wm. McDonald	Montreal	Drill Hall	45 00
47	Chief Engineer	Thos. Ryan	do	Dominion Buildings	100 00
48	Engineer	John Watson	do	Post Office	65 00
49	do	Frank Green	do	Inland Revenue	60 00
50	Asst. Engineer	M. Boyer	do	Ex-warehouse	50 00
51	Fireman	Wm. Wallace	do	Custom House	50 00
52	do	D. St. George	do	Ex-warehouse	45 00

CHIEF ARCHITECT'S BRANCH—Continued.

List of Engineers, Firemen, Caretakers, &c.—Continued.

Quebec—Continued.

No.	Position.	Name.	Place.	Building.	Monthly Rate.
					\$ cts.
53	Night fireman.	H. Marchand.	Montreal.	C. House & ex-w'house.	50 00
54	General jobber.	J. B. Deslongchamps.	do	Dominion Buildings.	50 00
55	Engineer.	Jas. Mathews.	Quebec.	Ex-warehouse.	55 00
56	Fireman.	T. McLaughlin.	do	do	40 00
57	do	John O'Neil.	do	Culler's Office.	45 00
58	Caretaker.	Thos. Rawson.	Sherbrooke.	Public Building.	33 33
59	do	P. St. Michel.	Sorel.	do	33 33
60	do	M. Grignon.	St. Jerome.	do	33 33
61	do	Wm. Comper.	St. John's.	do	12 50
62	Messenger.	Geo. McLeod.	Three Rivers.	Custom House	25 00
63	Caretaker.	Jos. Charbonneau.	do	Post Office.	33 33
64	do	P. Gravel.	do	Custom House.	25 00
65	Fireman.	Mrs. J. Forrant.	St. John's.	Public Building.	16 66
66	do	J. R. Mountain.	Quebec.	Custom House.	45 00

Ontario.

67	Caretaker.	Wm. Moulton.	Almonte, Ont.	Public Building.	33 33
68	do	John Lovegrove.	Amherstburg.	do	33 33
69	do	Fred. Edwards.	Barrie.	do	33 33
70	do	Jos. P. Reeves.	Belleville.	do	50 00
71	do	Mrs. C. Meinke.	Berlin.	do	33 33
72	do	J. McBride.	Brampton.	do	33 33
73	do	John Squire.	Brantford.	do	50 00
74	do	Wm. Sheppherd.	Brockville.	do	33 33
75	do	G. A. Gibson.	Cayuga.	do	8 33
76	Engineer.	Henry Dunn.	Chatham.	do	50 00
77	Caretaker.	G. Campbell.	Clifton.	do	33 33
78	do	Hy. Payne.	Cobourg.	do	33 33
79	do	W. W. Mitchell.	Chatham.	do	33 33
80	do	Thos. Murphy.	Cornwall.	do	33 33
81	do	Wm. Kilgour.	Galt.	do	33 33
82	do	L. Elliott.	Goderich.	do	33 33
83	do	T. P. Richardson.	Gananoque.	do	8 33
84	do	R. Higham.	Guelph.	do	33 33
85	do	Wm. Hornby.	Hamilton.	do	50 00
86	Fireman.	Thos. Beatty.	do	do	45 00
87	Engineer.	T. Nicholson.	do	Hoist C. H.	50 00
88	do	Wm. Johnson.	Kingston.	M. C. College.	65 00
89	Fireman.	M. Madden.	do	do	55 00
90	Caretaker.	Wm. McMann.	Lindsay.	Public Building.	33 33
91	Engineer.	M. Mulkern.	London.	Custom House.	50 00
92	Caretaker.	Wm. Greer.	do	do	33 33
93	Engineer.	John Price.	do	Post Office.	50 00
94	Caretaker.	John Hearn.	Napanee.	Public Building.	33 33
95	do	John Wilkins.	Orangeville.	do	33 33
96	do	John Irwin.	Peterborough.	do	33 33
97	do	S. Hamilton.	Pembroke.	do	33 33
98	do	R. Henderson.	Prescott.	do	33 33
99	do	Wm. Armstrong.	Port Colborne.	do	20 00
100	do	L. Reynolds.	Port Hope.	do	33 33
101	do	Wm. Bryson.	St. Catharines.	do	33 33
102	do	Jas. Russell.	St. Thomas.	do	33 33
103	Engineer.	J. H. Roberts.	Stratford.	do	50 00
104	Caretaker.	W. J. Johnston.	Strathroy.	do	33 33
105	Engineer.	John A. Wills.	Toronto.	Dominion Building.	125 00
106	do	Jas. Cosgrove.	do	Ex-warehouse.	65 00
107	Fireman.	E. Appleton.	do	do	55 00
108	do	H. L. Bell.	do	Post Office.	50 00
109	Fireman.	G. Fitzgerald.	do	Post Office.	50 00
110	do	J. Lomers.	do	do	50 00
111	do	C. H. Baillie.	do	Inland Revenue.	50 00
112	do	F. Forager.	do	Custom House.	50 00

CHIEF ARCHITECT'S BRANCH—Continued.

List of Engineers, Firemen, Caretakers, &c.—Concluded.

Ontario.

No.	Position.	Name.	Place.	Building.	Monthly Rate.
					\$ cts.
113	Charge of elevator	W. Chenery	Toronto	Ex. Warehouse	50 00
114	do	Wm. Slean	do	do	50 00
115	do	A. Dey	do	do	50 00
116	Watchman	J. Richardson	do	do	45 00
117	Caretaker	D. Allan	Trenton	Public Building	33 33
118	do	And. McLean	Walkerton	do	33 33
119	do	Wm. Curtis	Windsor	do	33 33
120	Engineer	F. Parker	do	do	50 00

Manitoba.

121	Engineer	J. R. Alexander	Winnipeg, Man.	Post Office	70 00
122	Fireman	P. Dillon	do	do	45 00
123	Hoist conductor	Jas. Coutu	do	do	45 00
124	Night watchman	E. Lecourt	do	do	45 00
125	Caretaker	Jos. Cauchon	do	do	60 00
126	do	John Fawcet	Brandon	Public Building	33 00

North-West Territories.

127	Caretaker	A. G. Hamilton	Moosomin, N. W. T.	Court House	33 33
128	do	Geo. Northgraves	Prince Albert	Court House and Gaol	33 33
129	Engineer	James McKee	Regina	Jail	70 00
130	Asst. engineer	P. Thomas	do	do	60 00

British Columbia.

131	Caretaker	R. Johnson	Nanaimo	Public Building	50 00
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List of Caretakers in charge of Clocks, Dominion Public Buildings—Chief Architect's Branch—Continued

No.	Name.	Place.	Building.	Annual Rate.
				\$ cts.
1	P. W. Wood	Montreal, P. Q.	Custom House	80 00
2	E. Chanteloup	do	Post Office	100 00
3	Geo. H. Martin	St. John, N. B.	do	80 00
4	W. H. Roberts	Stratford, Ont.	Public Building	50 00
5	R. J. Spearing	Sherbrooke, Que.	do	30 00
6	A. E. Piette	Sorel, Que.	do	50 00
7	W. R. R. Hickson	Bathurst, N. B.	do	30 00
8	H. V. Dalling	Woodstock do	do	50 00
9	Thos. Lees	Hamilton, Ont.	do	50 00
10	A. F. Milliken	Cornwall do	do	75 00
11	F. W. Smith	Napanee do	do	40 00

CHIEF ARCHITECT'S BRANCH—Continued.

MECHANICAL ENGINEER'S DEPARTMENT.

Name.	Occupation.	Where Employed.	Wages per month.	
			\$	cts.
Wm. Smith.....	Foreman Engineer.....	Workshop and Public Buildings..	90	00
Thos. Wensley.....	Asst. do and pipe fitter.....	do Parliament Build'g.	80	00
M. Clancy.....	do do do.....	do Public Buildings..	75	00
M. Whalen.....	Blacksmith do.....	do do.....	75	00
J. Kelly.....	Plumber do.....	do do.....	75	00
J. Smith.....	do do.....	do do.....	65	00
G. F. Sanderson.....	do do.....	do do.....	60	00
Wm. Butland.....	Electric bell hanger.....	do do.....	65	00
Wm. Ferguson.....	Pattern maker.....	do do.....	60	00
Joseph Ferguson.....	Care shop machines, &c.....	do do.....	60	00
A. Letourmy.....	Pipe fitter.....	do do.....	60	00
J. Dionne.....	do.....	do do.....	60	00
J. Desjardins.....	Helper.....	do do.....	45	62
J. Pilon.....	do.....	do do.....	45	62
Michael Whalen.....	do.....	do do.....	45	62
A. Gauvreau.....	do.....	do do.....	45	62
A. Dubuc.....	do.....	do do.....	45	62
G. Grenier.....	do.....	do do.....	45	62
J. Boyer.....	do.....	do do.....	45	62
W. Cousineau.....	do.....	do do.....	45	62
M. Giroux.....	General mechanic.....	do do.....	65	00
A. Giroux.....	do.....	do do.....	60	00
Thos. Heley.....	do.....	do do.....	55	00
John Mahon.....	do.....	do do.....	50	00
J. Johnston.....	Foreman electric light.....	Dynamo House, Parliament Build'g	70	00
W. J. Thompson.....	Electric bell hanger.....	Parliament Building..	50	00
J. Dunlap.....	Night watchman.....	East and West Block..	48	00
H. A. McMillan.....	Elevator attendant.....	West Block.....	40	00
D. Gingras.....	Messenger.....	do.....	1 40	per day.
H. Spence.....	Asst. engineer, Parliament Building.	Parliament Building..	62	00
F. Daly.....	do do.....	do do.....	62	00
J. Roy.....	Fireman do.....	do do.....	48	00
J. Hennessey.....	do do.....	do do.....	48	00
John Reeves.....	do do.....	do do.....	48	00
Gilbert Hill.....	do do.....	do do.....	48	00
E. Michaud.....	Woodman do.....	do do.....	37	50
Geo. McCann.....	do do.....	do do.....	37	50
F. X. Audette.....	do.....	do do.....	37	50
P. O'Connor.....	do.....	do do.....	37	50
C. Choquette.....	do.....	do do.....	37	50
R. Gavin.....	Fireman in charge.....	Geological Museum..	48	00
M. Gallagher.....	do do.....	West Block.....	48	00
Z. Paris.....	do.....	do.....	48	00
D. Matheson.....	do in charge.....	do.....	48	00
Geo. McDonald.....	do.....	do.....	48	00
M. Costello.....	do in charge.....	East Block.....	48	00
A. Ross.....	do do.....	do.....	48	00
J. Little.....	do do.....	City Post Office.....	48	00
N. Martin.....	do do.....	do.....	48	00
Wm. Hill.....	do do.....	Supreme Court.....	48	00
G. McDonald.....	do do.....	do.....	48	00
Wm. Jenkins.....	do.....	Dynamo House.....	48	00
M. Champagne.....	Woodman.....	West Block.....	37	50
J. B. Demers.....	do.....	East do.....	37	50
M. Brisbois.....	do.....	West do.....	37	50
Geo. Turner.....	Wood and coal piler.....	Public Buildings.....	45	62
C. Turgeon.....	do do.....	do.....	37	50
E. Rheaume.....	do do.....	do.....	37	50
D. Goode.....	With horse and cart.....	do.....	65	00

CHIEF ARCHITECT'S BRANCH—*Concluded.*

Engineers, Firemen, &c., Langevin Block.

Name.	Occupation.	Wages.
Jno. Cowan.	Engineer in charge of heating, lighting and water service.	\$ cts. 3 50 per day.
C. A. Sparks	Fitter and general repairer.	50 00 p. month.
Wm. Mansfield	do	45 00 do
J. Dagrault.	Gas globe cleaner, &c	45 00 do
Martin Whalen	Labourer and sweeper.	1 25 per day.
L. Corbeil.	Fireman	45 00 p. month.
M. Carroll.	do	45 00 do
L. Guerard	do	45 00 do
J. B. Bois	do	45 00 do
E. A. Connell.	Engineer in charge of elevator.	75 00 do
A. Dugal.	Charge of pumps.	50 00 do
Jean Jolicœur.	Fireman	45 00 do
P. A. Kilduff.	Elevator conductor	45 00 do
Wesley Palen.	do	45 00 do
Honoré Seguin.	do	45 00 do
Craig Holmes.	do	45 00 do
Leon Bertrand.	Assistant and relief to elevator conductor.	45 00 do

CHIEF ENGINEER'S BRANCH.

L. Coste	Acting Chief Engineer	3,000 00 p. annum.
James Howden	Superintendent of dredging.	2,500 00 do
F. M. Hamel	Assistant engineer	5 50 per day.
E. D. Lafleur	do	5 50 do
G. L. Bouchier.	do	5 50 do
W. B. Snow	do	4 00 do
F. W. Cowie	Hydrographic surveyor.	100 00 p. month.
Eugene Gingras.	Assistant do	2 00 per day.
Emile Smith	Draughtsman	3 00 do
Joseph Aubé	do	3 00 do
Israel Marion	do	2 75 do
J. H. Roy	do	2 75 do
N. Moffette.	do	2 50 do
P. Drapeau	do	2 50 do
A. E. B. Lane.	do	2 50 do
C. F. Chaloner.	do estimates	2 50 do
V. Belanger	Checking clerk	2 25 do
J. McG. Des Rivières.	Draughtsman	2 25 do
H. J. Friel.	Clerk—estimates.	2 25 do
J. A. Chabot.	Draughtsman	2 00 do
C. C. Hampshire	Checking and copying clerk.	2 00 do
Joseph Gobeil	Type-writer, &c.	2 00 do
J. W. Fraser	Draughtsman	2 00 do
E. Juneau	Junior draughtsman.	1 00 do

Engineers, Public Works Staff.

Maritime Provinces.

Name.	Occupation.	Place.	Wages.
E. G. Millidge.	District engineer.	Antigonish	\$ cts. 5 00 per day.
C. E. W. Dodwell.	do	Halifax.	150 00 p. month.
J. C. Allison	do	St. John.	5 00 per day.
J. B. Hegan	do	do	5 00 do
E. T. P. Shewen.	Engineer in charge.	Cape Tormentine.	150 00 p. month.
Rupert Greenwood.	Assistant to Mr. Dodwell.	Halifax.	50 00 do
G. A. Day.	Assistant	St. John.	100 00 do
W. J. McCordock.	Superintendent of dredging.	do	150 00 do
T. H. Adams	Clerk	do	72 00 do
D. H. Waterbury	do	do	80 00 do
Joseph Ewing.	Paymaster.	do	85 00 do

CHIEF ENGINEER'S BRANCH—*Continued.**Quebec.*

Name.	Occupation.	Place.	Wages.
			\$ cts.
Joseph Rosa	Resident engineer	Quebec	5 50 per day.
Thos. Breen	do	do	5 50 do
C. E. Michaud	do	St. André de Kamouraska	5 50 do
Thos. Berlinguet	do	Three Rivers	5 50 do
John Bourgeois	Assistant	do	50 00 p. month.

Ontario.

Wm. Murdock	District engineer..	Port Arthur	185 00 p. month.
G. E. Perley	Assistant engineer	Ottawa	150 00 do
E. B. Temple	Engineer in charge	Toronto	170 00 do
Kelly Evans	Assistant engineer	do	120 00 do
H. A. Gray	District do	do	6 85 per day.
W. G. Warner	Assistant do	do	4 00 do

Manitoba.

W. F. Gouin	District engineer	Winnipeg	5 50 per day.
Arthur St. Laurent	Assistant engineer	do	4 00 do

British Columbia.

F. C. Gamble	District engineer	Victoria	186 66 p. month.
C. N. Macdonald	Accountant	do	130 00 do
Reginald Genn	Clerk	do	65 00 do

STAFF employed on Slides and Booms.

Saguenay Slide.

Arthur Boulanger	Superintendent .....	.....	475 00 p. annum.
Calixte Fortin	Assistant Superintendent .....	.....	30 00 p. month.

St. Maurice.

Chas. Lajoie	Superintendent .....	.....	1,200 00 p. annum.
N. Dagneau	Paymaster .....	.....	50 00 p. month.
C. Lymburner	Foreman .....	.....	565 00 p. annum.
Jos. Page	Boom keeper .....	.....	469 50 do
Arthur Rousseau	Deputy slide master .....	.....	3 00 per day.
Louis St. Onge	Assistant do .....	.....	365 00 p. annum.
Charles Langlois	Foreman .....	.....	535 00 do
Théo. Larue	Boom-keeper .....	.....	2 00 per day.
F. Lacroix	Assistant boom-keeper .....	.....	469 50 p. annum.
Arthur Pellerin	Boom-keeper .....	.....	365 00 do

CHIEF ENGINEER'S BRANCH—Continued.

ENGINEERS—Public Works Staff—Continued.

Ottawa River Works.

Name.	Occupation.	Wages.
G. P. Brophy.....	Superintending engineer.....	\$ 2,500 00 p. annum.
D. Scott.....	Assistant and accountant.....	1,500 00 do
C. Leduc.....	Paymaster.....	1,200 00 do
J. Kent.....	Measurer and draughtsman.....	850 00 do
J. C. Scott.....	Clerk.....	700 00 do
W. Kane.....	Messenger.....	500 00 do
J. Soulière.....	Foreman carpenter and deputy slide master.....	800 00 do
John Harvey.....	Deputy slide master, Arnprior.....	500 00 do
A. McEwen.....	do Rocher Captaine.....	480 00 do
J. S. Rowan.....	do Petewawa.....	480 00 do
J. G. Poupore.....	do Black River.....	480 00 do
Duncan Carmichael.....	do Calumet.....	480 00 do
David McFarlane.....	do Chats.....	480 00 do
Patrick Barry.....	do High Falls.....	469 50 do
John Middleton.....	do Carillon.....	438 20 do
Wm. Thomson.....	do Mountain.....	391 25 do
D. McLaren.....	do Portage du Fort.....	391 25 do
John McDonell.....	do Hull.....	391 25 do
Alex. Proudfoot.....	do Coulonge.....	313 00 do
Hugh Grant.....	do Dumoine.....	300 00 do
H. R. Downey.....	do Des Joachims.....	300 00 do
J. J. French.....	} Deputy slide masters, Upper Petewawa, for 3½ months {	200 00
A. Lacroix.....		200 00
Isidore Lafrance.....		200 00
A. H. Johnson.....	Boom master, Cheneaux.....	500 00 do
D. Noonan.....	do Gatineau.....	500 00 do
Joseph McCrear.....	do Springtown.....	300 00 do
Joseph Dufault.....	do mouth of Dumoine, for 3½ months.....	200 00
G. T. Johnson.....	Assistant boom master, Cheneaux.....	350 00 do
One supernumerary.....		350 00 do
<i>Trent Works.</i>		
R. B. Rogers.....	Superintendent.....	600 00 p. annum by P.W.D.
G. H. Giroux.....	Clerk.....	300 00 do
C. Armstrong.....	Slidemaster.....	200 00 do
John Ingram.....	do.....	200 00 do
W. H. Hall.....	do.....	100 00 do
GRAVING DOCKS.		
<i>Lévis Dock.</i>		
U. Valiquet.....	Dockmaster—Salary.....	1,800 00 p. annum.
	House rent.....	200 00 do
Henri Lamontagne.....	Foreman.....	83 33 per month
Wm. MacDougall.....	Mechanical Engineer.....	75 00 do
Nap. Lemelin.....	Assistant do.....	45 00 do
Marc. Lemelin.....	Fireman.....	32 00 do
Jos. Morin.....	do.....	32 00 do
Théo. Chabot.....	Night watchman.....	45 00 do
<i>Kingston Dock.</i>		
J. Wilson.....	Superintendent.....	1,400 00 do
<i>Esquimaux Dock.</i>		
John Devereux.....	Dockmaster.....	166 66 per month
A. C. Muir.....	Engineer.....	100 00 do
Wm. Muir.....	Assistant Engineer.....	75 00 do
A. D. Grieve.....	Carpenter.....	80 00 do
F. N. Jones.....	Stoker.....	60 00 do
A. McNiven.....	do.....	60 00 do
John Boyle.....	Labourer.....	50 00 do
Wm. Young.....	do.....	50 00 do
John Stock.....	Night watchman.....	50 00 do

GOVERNMENT TELEGRAPH SERVICE.

Name.	Position.	Station.	Salary.	
			\$	cts.
F. N. Gisborne.....	General Superintendent..	Ottawa	3,000	00
H. Gisborne.....	District do	Qu'Appelle, N. W. T.	1,500	00
D. H. Keeley.....	Assistant do	Ottawa.....	1,500	00
E. Tatu.....	District do	Pentecost	1,008	00
Jas. Stone.....	Operator.....	Barkerville, B. C.	936	00
W. McKay.....	Repairer.....	Edmonton, N. W. T.	720	00
E. W. Warner.....	Operator.....	do	720	00
J. St. Laurent.....	do	Saskatoon, N. W. T.	300	00
R. Keeley.....	Clerk.....	Ottawa.....	730	00
W. C. Gillies.....	Operator.....	Victoria, N. W. T.	720	00
H. L. Good.....	do	Cache Creek, B. C.	720	00
W. Salisbury.....	do	Henrietta, N. W. T.	720	00
L. P. O. Noel.....	do	Battleford, do	720	00
J. F. Lake.....	do	Fort Pitt do	720	00
E. Voyer.....	do	(Relieving officer)	600	00
F. S. Sharpnel.....	do	San Juan	720	00
L. Des Breus.....	Repairer.....	Indian River	660	00
E. Pope.....	District Superintendent..	Quebec	600	00
J. A. LeBourdais.....	Operator.....	Clinton.....	600	00
A. Von Lindeburg.....	do	Touchwood	600	00
E. Johnston.....	do	Fort Qu'Appelle.....	600	00
H. Sikes.....	Repairer.....	Battleford.....	600	00
N. Potvin.....	Operator.....	Saddle Lake	600	00
J. Harrington.....	Repairer.....	Humboldt	600	00
A. Guimont.....	Operator.....	do	600	00
L. Picard.....	do	Moose	600	00
L. Armstrong.....	do	Otter Point.....	600	00
F. Gallienne.....	Chief Repairer.....	Seven Islands.....	540	00
C. T. Dayton.....	Repairer.....	Carmanach West.....	540	00
E. B. Dayton.....	do	do East.....	540	00
A. LeBourdais.....	District Superintendent..	Grindstone (M. I.).....	500	00
F. C. Ouillett.....	Agent and Operator (Re- peating office)	Manicouagan	500	00
A. B. McDonald.....	Operator.....	Meat Cove	420	00
C. C. Seely.....	District Superintendent..	Grand Manan	420	00
A. Gauthier.....	Repairer.....	La Cruche.....	420	00
E. Cubron.....	do	Sault au Cochon.....	420	00
J. Lansier.....	Operator.....	Point aux Esquimaux.....	420	00
A. Taylor.....	do	Edmonton, N. W. T.	420	00
N. Caron.....	Repairer.....	River Canard.....	420	00
P. Pelletier.....	Operator.....	Etang du Nord.....	400	00
F. Carbray.....	Repairer.....	Salt Lake.....	360	00
G. Pope.....	District Superintendent..	Anticosti	300	00
J. Wilson.....	do	Vancouver, B. C.	300	00
W. P. Daykin.....	Operator.....	Carmanach, B. C.	240	00
A. Wilcox.....	do	Moose Jaw	240	00
N. Clarke.....	do	Grosse Isle	200	00
P. E. Vignault.....	do	Seven Islands.....	180	00
J. Vibert.....	do	Long Point	180	00
P. A. Cox.....	do	Cape Beale, B. C.	180	00
J. J. Annett.....	do	Gaspé.....	150	00
A. Therriault.....	do	St. Marguerite.....	180	00
J. H. Thompson.....	do	Wood Mountain.....	180	00
R. J. Clinch.....	District Superintendent..	St. John's, N. B.	150	00

GOVERNMENT TELEGRAPH SERVICE—Continued.

* EMPLOYEES ON COMMISSION—Continued.

Name.	Position.	Station.	Salary.
			\$ cts.
A. Brassard	Operator	Port au Persil	Commission guaranteed.
D. Boily	do	Chicoutimi	
G. Bouillanne	do	River Canard	
J. McR. Selkirk	District Superintendent.	Leamington	
C. Harrison	Agent	Club House	
W. A. Grubb	do	Pointe Pelee.	
A. M. McCormick	do	West Dock.	
F. B. McCormick	do	South do	
C. B. Quick	do	North do	
J. E. Quick	do	Lighthouse.	
Bell Telephone Co.	Connecting line	Leamington	Commission only.
M. Turcotte	Agent	St. Pierre Quarantine.	
E. Blais	do	St. Pétronille do	
M. Gobeil	do	St. Laurent do	
P. Pouliot	do	St. Jean do	
M. B. Emond	do	St. François do	
N. Langlois	do	Grosse Isle do	
J. S. Daggett	do	Flagg Cove, Bay of Fundy.	
F. A. Newton	do	Grand Harbour do	
Peter Russell	do	Seal Cove do	
A. Batson	do	Welsh Pool do	Annually \$250.
E. Carroll	do	White Head do	
E. Cameron	do	Woodward's Cove do	
D. McKay	do	Grand Manan.	
N. A. Comeau	do	Godbout	
I. A. Comeau	do	Caribou Islands.	
V. Talford	do	Pointe des Monts.	
Z. Poulin	do	Trinity Bay, West	
Anglo American Co.	An operator	Port au Basque, Newfoundland.	
do	do	Cape Ray Lighthouse.	
J. Stobbert	Operator	Fox Bay, Anticosti	
T. Gagné	do	Heath Point do	
A. Nadeau	do	South Point do	
M. Duguay	do	Beccsie River do	
A. Malouin	do	West Point do	
F. Cabot	do	English Bay do	
Miss J. Shea	do	Amherst Harbour, Magdalen Islands.	
Wm. Cormier	do	do Island do	
Mrs. A. Binet	do	Etang du Nord	
N. Arseneau	do	do L. H.	
Mrs. F. Aikens	do	Grand Entry.	
P. L. Joncas	do	House Harbour	
W. G. Leslie	do	Grindstone	
Western Union Tel. Co.	Agent	North Sydney.	
R. G. Zwicker	Operator	Aspy Bay, Cape Breton.	
D. Dunlop	do	Baddeck do	
Mrs. E. Livingstone	do	Big Bras d'Or do	
Wm. Bingham	do	Englishtown do	
J. M. Burke	do	Ingonish do	
M. McLeod	do	Neils Harbour do	
Miss M. C. Campbell	do	New Campbellton, Cape Breton	
Miss C. Morrison	do	South Gut St Anne do	
F. C. Brewer	do	do Ingonish do	
John McDonald	do	French River do	
Mrs. M. Fiset	do	Cheticamp do	
Mrs. A. McLennan	do	Margaree Harbour do	
Miss B. M. Ross	do	N. E. Margaree do	
Mrs. A. Campbell	do	Broad Cove Mines do	
Mrs. M. McDonald	do	Mabou do	
J. K. Doane	do	Cape Sable, L.H. do	
Mrs. E. A. Smith	do	Newelltown	
Miss M. McLennan	do	Barrington.	
Mrs. N. A. Williston	do	Bay du Vin.	
G. N. W. Tel. Co.	do	Chatham,	
D. Lewis	do	Escuminac.	

GOVERNMENT TELEGRAPH SERVICE—*Concluded.** EMPLOYEES ON COMMISSION—*Concluded.*

Name.	Position.	Station.	Salary.
			\$ cts.
H. W. Phillips.....	Operator.....	Point Escuminac.....	
M. Bremmer.....	do.....	Hardwicke.....	
J. G. Peters.....	do.....	Low Point, C. B.....	
J. Forrest.....	do.....	Sault au Cochon.....	
L. Bouchard.....	do.....	Portneuf Light.....	
J. A. Pinze.....	do.....	Mille Vaches.....	
J. H. Topping.....	do.....	Escoumains.....	
N. Savard.....	do.....	Bergeronnes.....	
D. G. Savard.....	do.....	Baie des Roches.....	
D. Gaudin.....	do.....	St. Siméon.....	
A. N. Parent.....	do.....	St. Fidèle.....	
N. Duchesne.....	do.....	Cape à l'Aigle.....	
F. Vincent.....	do.....	Murray Bay.....	
F. Boivin.....	do.....	Bay St. Paul.....	
A. Boivin.....	do.....	St. Urbain.....	
O. Pelletier.....	do.....	St. Alexis.....	
A. Gauthier.....	do.....	La Cruche.....	
A. Simard.....	do.....	St. Alphonse.....	
R. H. Montgomery.....	do.....	Bersimis.....	
J. E. Caron.....	do.....	Tadousac.....	
A. Bilodeau.....	Agent.....	Trinity Bay, East.....	
D. Portier.....	do.....	River Moisie.....	
P. Touzel.....	do.....	Sheldrake.....	
H. Lebrun.....	do.....	Thunder River.....	
G. Molloy.....	do.....	Magpie.....	
B. Chambers.....	do.....	St. Johns River.....	
G. Maloney.....	do.....	Maigan.....	

* The commission upon business 25 per cent of the Government tolls of the lines, the amount guaranteed to be not less than \$50 per annum.

55 Victoria.

Sessional Papers (No. 16D.)

A. 1892

DEPARTMENT

OF

PUBLIC PRINTING AND STATIONERY

ANNUAL REPORT

FOR THE YEAR ENDING 30th JUNE, 1891

WITH A PARTIAL REPORT

FOR SERVICES DURING SIX MONTHS ENDING 31st DEC., 1891

PRINTED BY ORDER OF PARLIAMENT.



OTTAWA

PRINTED BY S. E. DAWSON, PRINTER TO THE QUEEN'S MOST
EXCELLENT MAJESTY.

1892.

[No. 16d.—1891.] *Price 5 cents.*

To His Excellency the Right Honourable Sir Frederick Arthur Stanley, Baron Stanley of Preston, G.C.B., Governor General of Canada, &c., &c., &c.

MAY IT PLEASE YOUR EXCELLENCY,—

The undersigned has the honour to present to Your Excellency the Annual Report of the Department of Public Printing and Stationery for the fiscal year ended 30th June, 1891, with a partial Report for services during the six months ending 31st December, 1891.

All of which is respectfully submitted.

J. C. PATTERSON,
Secretary of State.

OTTAWA, 9th June, 1892.

DEPARTMENT OF PUBLIC PRINTING AND STATIONERY,
OFFICE OF THE QUEEN'S PRINTER AND CONTROLLER OF STATIONERY,

OTTAWA, 30th May, 1892.

The Honourable J. C. PATTERSON,
Secretary of State, &c., &c.

SIR,—I have the honour to submit herewith the reports of the officers at the head of the respective branches of the Department of Public Printing and Stationery. These reports contain full details of the work carried on during the year. The accounts are brought down to the end of the fiscal year; but, in all cases where practicable, the information is extended to the end of the calendar year. In some instances the information extends to a later date, because precedence in publication has been given to the reports of the other departments and my report has consequently been delayed.

Since the last report of my predecessor, the Queen's Printer's office has been removed from the Eastern Block to the Bureau. The change has been of great benefit in the working of the department and has effected a great economy of time. It has been conducive also to more unity of effort by bringing the Queen's Printer into daily communication with the officers and the chief members of the working staff.

The Building.—Although the building has been called plain and even heavy in outward appearance, it will not, I think, be possible to find anywhere one better suited for a printing office. Everything about it has been planned with reference to the health and comfort of the work-people. Its detached situation and its park-like surroundings render it light, airy and salubrious to a degree most unusual for a printing office. It is substantial and strong, and, although enormous weights are carried upon every floor, no sign of settlement has appeared. Being built directly upon the limestone rock the foundation is firm and no tremor can be noticed when the whole of the machinery is in motion. Excepting the attic, where no work is done, the building is fire-proof. In the inner court, where one of the exhaust steam pipes issues, the condensing steam is causing the brick-work in one of the corners to decay through the action of frost. Moreover the incessant drip often falls upon goods being loaded or unloaded from the waggons in the courtyard. The attention of the Department of Public Works has been called to this and a promise has been made to rectify it during the summer.

The building is kept scrupulously clean throughout. No dirt nor litter can be found in any part of it. The engine-room, the press-room and even the boiler-room are clean. The machines are kept clean and bright, in harmony with the tidy and self-respecting appearance of the operatives.

Apportionment of the Building.—Good judgment has been manifested in laying out the establishment. Nothing is more difficult to do and nothing is so easy to criticise when done. It would be very remarkable if no improvement could be

suggested had the whole space to be apportioned again ; but, in fact, there is very little to remark upon. More room than was, at the time, required was taken up for the Stationery Department, and in the bindery the space devoted to letter-press binding was large as compared with that assigned to sheet and pamphlet work, which are very bulky and require larger proportionate space. Not that the former should be less, for the work has grown to it, but the latter should be more ; for there is not room for the work to be done. The stereotype plates of the laws, which were stored in the attic, have been removed to the cellar, where there was an excellent vault only requiring iron doors to make it fire-proof. These have been attached, and iron shutters have been put to the street windows of the four safes, which were very secure in other respects. The original plan had provided for this, but it had been overlooked. I would have liked to have had a main stop-cock for the gas placed so as to be closed when the work-people leave for the night, as is usual in factories, both to save waste from leakage and to prevent danger from fire. This precaution, however, it devolves upon another department of the Government to take.

Plant.—In going carefully over the establishment and in observing for a lengthened time the nature and quantity of the work which is done, it is a matter of surprise that so few mistakes have become apparent in the selection of the machinery. The machine repair shop has been very little used, because, while the machines are new the repairs are light, and it is cheaper to have them done outside than to take machinists upon the permanent staff. One machine is not required for the work as now done—a calendering machine which has never been used and should be sold or exchanged for something useful. If such long numbers are again ordered, as in the case of the Experimental Farm Report of last session, a covering machine will be required. In perforating, however, the outfit is very inadequate and the machines are unable to overtake any sudden rush of work which the Inland Revenue or Post Office Departments may at any moment throw in. A rotary perforator, if one can be found to meet the required conditions, should be provided at the earliest possible time. Since the last report the electric lighting plant has been installed and has worked in a very satisfactory manner.

Presses.—Since my appointment, and evidently for some time previous, the press-room has been worked to its utmost capacity. The presses are good and are all in perfect order. They have all been running steadily for many months. The absence of perfecting presses in an establishment of this magnitude is worthy of remark. In the Government Printing Office of New South Wales there are six perfecting presses out of twelve. A new flat-bed perfecting press, feeding from a roll, has been introduced into the Printing Bureau at Washington. Such a press would put an immediate stop to the block of work which sometimes exists here.

Type.—The requirements of the public service demand very large quantities of type and, beyond question, the fonts in the Bureau are very large, as is evidenced by the immense masses of standing matter constantly carried. Large as is the quantity of minion type for voters' lists, sorts are being constantly required. The run on special letters and figures, constantly repeated in the names and qualifica-

tions of a million of voters, could not have been foreseen, and, as the lists extend, sorts are from time to time, of necessity, called for.

An inventory in detail of the whole of this extensive plant has been prepared which may be checked off annually at each stock-taking.

Stationery Stock.—It will be seen from the balance sheet at page 50 that this is not excessive, and it has not increased during the past year. It would not be thought a large stock for any ordinary wholesale business in Montreal or Toronto. The stock of materials in the bindery is not too large compared with the stock of large private firms. The quantity of bark skivers is a little in excess at present; but the next lot of sessional papers will use it all up. The stationery stock list is working well. One or two items which were urgently needed by one of the departments have been added to it on proper representation being made to Council. The principle of a stock list is most essential to prevent the piling up of large varieties of goods to meet the fancies of individuals, and also to prevent annoyance to ministers and members of Parliament from the incessant solicitations of agents for different kinds of pens and other articles of stationery. The stock list prescribed by order-in-council contains everything really needed and is a great support to the Superintendent of Stationery in resisting the pressure from outside to double up the amount of goods carried in his department. The consumption of stationery appears to me moderate compared with the requirements of private firms. When the printing paper is deducted from the gross turn-over of the department, the amount is not large when the extent of the inside and outside service is considered. For the better supply of books, direct accounts have been opened in London, Paris and Leipsic; and the Bureau is now in a position to supply with economy and despatch, any book which may be required from any part of the world.

Staff.—The removal of the Queen's Printer's office to the Bureau has concentrated the whole department under one roof. There are serious defects in the initial act constituting the department. Three branches were created, independent of each other and, until this year, reporting directly to the Minister. The heads of these branches were equal in rank, and apparently in precedence. From this might easily arise a want of co-ordination which might run throughout the building and consume energy uselessly. So large an establishment cannot be carried on comfortably without a sense of unity and co-operation. I trust that soon the few slight changes in the act will be made which are required to consolidate the department and to prevent the inconveniences of disjointed action, and give to the responsible Minister a better control of the Bureau in all its details. A minister of state cannot exercise a strict surveillance over the innumerable details of such an establishment excepting through one deputy as in other departments.

I think it would be difficult to find a body of men more competent for their work than the heads of branches and the foremen of rooms in the Bureau. Coming among them as a stranger, I have to thank them for the cheerful and able assistance they have given me, and I can see how it happened that, during the long and trying session of last year, the necessary work of the Bureau was so steadily carried on. I am glad to find that those who, under many discouragements, performed their duties so well have been confirmed in their positions; not only on their own account,

for they were deserving of the promotion, but on account of the other members of the staff of the Bureau who are encouraged by seeing the advancement of some of their own confrères.

Pressure of Work.—The exceptional length of the last session of Parliament necessarily entailed an exceptionally large amount of printing. The voluminous reports of committees to be printed in two languages and the extended length of the Hansard caused a congestion of work in the Bureau. Usually, the excess of work ordered during the session has been overtaken during the recess, but this year the recess was far too short for that purpose and six months' work had to be done in three. A reference to the report of the Superintendent of Printing, page 22, will show that the sessional printing amounted to a little more than double the number of pages of the preceding year. At page 29 the great increase of the Hansard reports is shown, and the table on page 22, giving the dates of the receipt of manuscript copy for the departmental reports, shows that copy was unusually late in coming in. The whole of the night staff of last session was carried over and put upon day work; so that the dismissals customary in former years did not take place. The revision of the voters' lists came on in November and the large number of by-elections added to the embarrassment; because the lists had to be hurried on for every district before the courts. The time of the decisions and their results could not be foreseen, and it was with much difficulty the lists which came in late could be got out in time for the elections. It became necessary last December to work extra hours for a fortnight, a method which should be adopted only as a last resource; but there was no other way of meeting that pressing emergency. Operatives cannot work with economy more than the regular number of hours a day; and extra night work is extravagant. It costs one-fourth more per hour and the men are tired for their next day's labour.

Cost of Work.—I have been pressed with many questions upon this point and it was naturally one of the first which I inquired into. It does not appear from the reports made prior to the establishment of the Bureau that the consideration of cost was the only one, or even the chief one, which led to its establishment. It was rather to raise the standard of the work to the level of the public printing in other countries and to do away with the manifold inconveniences of the contract system. A comparison must be made over all the extent of the work; and, if that be done, it will appear that to-day the work costs at least no more while it is plainly evident that it is very much better done. If single items are taken, the work in some instances seems to cost more. For instance, in plain solid setting of type, the contract price for parliamentary printing was 25 cents per thousand ems and for departmental work ten cents; while the evidence of the labour commission shows that the contractors were paying their men at the rate of 35 cents in wages. In this item then the cost in the Bureau is higher. But on the other hand there is a very large saving in all tabular matter, and a large saving in all blank form work with rules and figures, in all matter used more than once, in all standing matter. If the Bureau were allowed to charge the contract rate of five cents per thousand a month for the immense mass of standing matter which it is carrying it could well afford, as the contractors did, to take plain setting at less than cost. Five cents per thousand per

month is sixty cents per annum, and that calculated on the seventy tons of type standing in the voters' lists alone would bring in a revenue of \$38,000 per annum. But, besides the voters' lists, large amounts of standing matter have to be carried, as for instance the Criminal Code now in process of amendment, which has stood over for more than a year. The tabular matter is utilised for the French reports without extra charge, and the forms in continual use are stereotyped, so that composition is thus charged only once for all. Beyond all question there is a saving in the press-work, and a very large saving in all the binding and sheet and pamphlet work. There is a saving in the stationery and paper supplied, and from the centralization of the control there is a check upon the consumption. All this justifies the conclusion that, upon the whole extent of the work, there is a large saving to the public, in addition to the advantages of superior workmanship and material. In this connection I would refer to two tables appended (A and B), showing the aggregate amounts for printing and stationery during the past four years. It is evident from the amount for printing and paper that the quantity turned out by the Bureau is increasing constantly and largely; both on account of the gathering up into the Bureau of work formerly done outside, and on account of the evidently increasing demands of the Government.

COMPARATIVE Cost of Departmental and Parliamentary Printing, &c., for the following fiscal years.

	1887-88.	1888-89.	1889-90.	1890-91.
	\$ cts.	\$ cts.	\$ cts.	\$ cts.
Printing alone.....	166,447 90	132,195 70	161,418 42	157,808 47
Paper for printing.....	85,909 13	91,808 64	84,217 99	94,113 94
Total.....	252,357 03	224,004 34	245,636 41	251,917 41

This summary answers the question very fully. The Bureau is buying printing paper much more cheaply now than in 1887-88, and yet the paper used has largely increased in amount. It therefore follows, of necessity, that the quantity of printing done must be largely increased—but the total cost of printing in 1890-91 was nearly \$9,000 less than in 1887-88.

Linotypes.—It is just in this item, of straight, plain setting, that the type-setting machines will help the Bureau when once they are fairly in operation. They will strengthen the office at its weakest point. They are not adapted for the tabular work of the Bureau or for displayed work of any kind. They will not displace skilful compositors, employed on the better class of work; but in solid, plain, setting they will effect a large reduction in price. I found on entering on my duties a widespread distrust of the machines; due partly to a natural feeling of preference for the old methods and partly to the fact that for several reasons the machines had not been steadily worked and were not in a satisfactory condition. I took measures to remedy this and made a beginning with the Senate *Hansard* which is now set on these machines. Four more linotype machines were ordered last July, but have not yet

been delivered. When they are delivered and room can be found to place them, the Commons' *Hansard* also may be set by them; for then skilled compositors will have been trained to use them in the Bureau and confidence in them will be established. Without entering into the question of the merits of the different classes of machines it may be said here that no machine would have suited the needs of the Printing Bureau which is not able to set a line as short as the *Hansard* and as long as the line of the departmental reports; for, when the House is not in session, the machines must be adaptable to the wider pages of other work or they must lie idle for eight months, and machines of this kind should be kept constantly running or they are liable to deteriorate. The first pamphlet set in Canada by a linotype machine was printed at the Bureau in February, for the Department of Agriculture. It was twenty-four ems wide or double the width of an ordinary newspaper column. This demonstrates that the linotype may be used for a measure double the usual width of newspaper columns. Before undertaking the Commons' *Hansard* a small electric motor should be provided, because that work is done at night when the steam is shut off. It will not be economical to run the steam-engine for the six-horse power required by eight linotypes; more especially as the large electric plant is running all night with abundant surplus energy at no extra cost.

Question of Cost resumed.—The issue of stationery is hedged about by many regulations, and in each department there is one clerk who attends to the requisitions and receives the goods. If this be necessary in so simple a matter, comparatively, as stationery, there should be in each department a clerk to attend to the printing; for the number of men able to put a report properly through the press is fewer than is generally supposed. Much of the cost is not chargeable to the Bureau, for a great deal of copy is indifferently prepared, and is made fit for publication only by continuous alterations on the margins of the proofs. That is an expensive way of writing a book.

It often happens also that the reading of proofs is entrusted to inexperienced persons and revise after revise is had to meet the changes made before the proofs are finally signed for press. A great deal of proof has passed under my notice which, if fresh copy could be got, it would be cheaper to distribute and re-set rather than correct. The time spent has to be charged, whether it is spent in setting or correcting; a fact seldom realized by any one when documents are re-written on proofs. To a certain extent alterations inevitably occur, even when copy is prepared by a careful hand; but it is cheaper, and in the end speedier, to spend a little extra time over the copy rather than to defer the inevitable labour of revision until the matter is seen in type. Seeing, however, that some alterations must necessarily occur, it is worth the attention of those who wish to economize time and the public money to know that to reserve them for insertion in page proofs is making them cost the utmost possible amount and cause the longest possible delay. The omission or insertion of a few lines in a page must cause the overrunning of the same number on every succeeding page, and will often necessitate the re-adjustment of the foot notes or side notes. All alterations can surely be made on galley proofs—even when the copy is badly prepared.

Standard of Production.—The Printing Bureau is what is called a “fair” office; that is an office employing only men who are members of the Typographical

Union. In this way a standard of wages is adopted which must be paid to every man alike. But it is patent that the net result of a day's work varies very much with the varying capacity of men; and it would seem fair that the Union should grade its members so that there should also be a fair standard of production. Much interesting discussion on this point took place with the men who from time to time were deputed to call upon me on various matters, and they all seemed clear as to what should be called a fair day's work. It was admitted, in fact it was advanced by them, that 5,000 ems was a moderate day's work for a man to set, correct and distribute. The standard at Washington is nominally higher, but I doubt whether, as a matter of fact, their nominal average is really attained. The men who called upon me admitted that the Government was entitled to require at least that standard of production, and seemed surprised to learn that the composing rooms did not turn out work at that rate. The men seemed to think that occasionally compositors not up to that standard got into the Bureau through the recommendation of influential friends. They said that when such men were appointed they could not refuse them admittance to the Union even when they were indifferent workmen, if they were otherwise in good standing, because to do that would be to prevent them getting a situation, which would evidently not be just. This view of the matter from a Union standpoint will no doubt be interesting to those who are subjected to solicitations for recommendation to the Bureau. The pay in the Bureau is satisfactory, the conditions of work are satisfactory, and the standard product of a day's labour should be satisfactory in proportion.

Wages.—It became necessary to make careful inquiry as to the rate of wages paid in the Bureau in consequence of a request made by the men which seemed not quite reasonable. The keen competition which prevails among private firms and the incessant struggle to cheapen all products would bear heavily upon the working classes if they were not held in check by organization upon their part. A private firm struggling for its own profit could, no doubt, grind more out of its work-people than a Government staff; for the Government, while it should insist upon a fair day's work for a fair day's pay, is not compelled by competition to wring more than that out of its employés.

The conditions of labour in Ottawa closely resemble those in Montreal, for here, as there, the French and English races intermingle and influence the labour market each in its own way, and, moreover, the cost of living is about the same. The conditions of labour in Toronto are different, but should also be taken into account, and, therefore, I sent a special messenger there to report upon the rate of wages paid. The result of my inquiries was to convince me that the rate of wages in the Bureau is somewhat higher than in Montreal or Toronto, and that so far as the Government is concerned it is paying a generous rate of wage. It goes without saying that if the average rate of payment is higher than in Toronto it is higher than anywhere else in the older parts of Canada; the conditions of labour in the North-west and Pacific provinces are essentially different. In this connection it is well to remark that the congestion of work at the Bureau is fast approaching an end. The completion of most of the departmental reports enables me again to fill up the voters' list room to its complement of forty hands. As soon as the revision is over that room will be closed, and the rising of the House will besides release forty more men. The proper course would seem then to be to retain as far as possible the services of those men

who, being good workmen, are also men with families resident in Ottawa, when the time comes, as it must soon come, for reducing the present unusually large staff. There is not at Ottawa, as in the great centres of business, a large labour market, and it is as well for the men who are pressing for admission into the Bureau to remember that when work becomes slack there is absolutely no other course to follow than to reduce the staff.

Proof-reading.—The rule has heretofore been that proofs when signed for press by the department ordering the work shall go to press without further revision in the Bureau. The proof-readers of the Bureau used to see only the first galley, or office, proof. If there were one officer in each department conversant with proof-reading this plan might answer; but, as previously stated, that is far from being the case. The consequence has been that every man followed his own ideas respecting spelling, and such words as “plow” or “plough” may be seen on alternate pages of the same pamphlet. The excessive use of capital letters also causes trouble in the Bureau, because, many of the departmental proof-readers observe no settled rule, and the same word often occurs, with and without capitals, not only in the same pamphlet but on the same page. When an attempt is made in the Bureau to make it uniform, one way or the other, it is sometimes resented as a personal matter. The excessive use of capital letters for common nouns in the body of a work is not seen now in work done in large offices. Everywhere it is the rule that large printing offices have a “use” or standard to which authors must defer. Some offices in the United States make Webster and others Worcester their standard, and a compositor who is obliged to spell “center” in one would be dismissed for not spelling “centre” in another. It is, perhaps, not generally known, that the “use” or standard of the Government Printing Bureau is the Imperial Dictionary, and by the authority of Council that excellent standard is paramount in the proof-room. The whole question was argued out two years ago, and the Queen’s Printer’s staff has neither the right nor the wish to deviate from the decision then made. The final revises are now sent to the proof-room for signature in order that an attempt may be made to carry out that uniformity of spelling which the Government has ordered for the Bureau.

Extension of the Building.—The Printing Bureau is now occupied from attic to cellar, and the work has been overflowing the limits of the building. Upon my arrival I found that the long and arduous session of Parliament, which had just closed, had filled it to repletion with work. Unfolded sheets were piled up on every floor, delaying the work passing through by clogging up the space for moving round. The bindery was loaded down beyond all possibility of recovering itself unaided, and there was no space in which to put extra hands. As the meeting of Parliament approached, it became clear that some extraordinary means had to be adopted to clear off the accumulation of arrears. Arrangements were made with a firm in the city by which they undertook to fold and complete 267,500 pamphlet reports, and for six weeks there was an outside staff of sixty hands working on these. More recently, a lot of 50,000 pamphlets had, in like manner, to be put out for want of space. The portion of the building occupied as a pamphlet bindery is far too small for the quantity of work to be done. The departmental composing room is too crowded

already, and the work done in it is increasing. Space is also required for the lino-type machines which were ordered for delivery during the summer, and room for map-mounting is much needed. The need of more accommodation was pointed out last year by my predecessor, and it was suggested at that time that both wings of the building should be extended. The statute under which the Bureau was organized, provides that the lithographic work of the Government should be done here and, if that be decided upon, an addition to the building would be absolutely necessary. This extension of one wing only would provide sufficient space for a long time to come for all possible needs. The departmental composing room and the sheet and pamphlet bindery could then be extended. There would be room for a fast perfecting press, feeding from the web and able to overtake any requirements of long orders, such as the Experimental Farm Report. The folding and clamping up of sheets could be done on the ground floor in immediate connection with the presses, thus saving the loss of time and labour in handling the sheets. There would be space in the attic for map-mounting and a photographic room, and on the remaining floors for the lithographing and printing of the Government maps and plans.

Lithographing.—It has been suggested to me by the Civil Service Commission, and by others, that, in accordance with the law, the lithographing work of the Government should be under the supervision of the Bureau. It would seem to be the natural place for such work rather than attaching, as now, a lithographic establishment to the Department of the Interior. I was glad to avail myself of the services of that department to produce the illustrations of the Patent Office Record, and on one occasion of special emergency, when a mass of tabular reprinting was required at a week's notice, beyond the power of the whole staff of the Bureau to produce in a month, I was glad to find in the Department of the Interior men willing and capable of putting at my disposal the resources of photolithography to meet the emergencies of the public service. It fortunately happened that sufficient copies of the required documents were found in time, but the knowledge that this resource was within my reach saved much anxiety. In that department good work is now being done, but there is no steam press, and while hand-printing is sufficient for short numbers of a few hundreds, it is unable to meet the requirements of the public service generally. The proper course would seem to be to transfer the whole lithographing staff to the Department of Public Printing, and provide a steam press and all other requisite plant at a place where abundant motive power already exists.

I do not think that it would be advisable to set to work and at once get up an extensive lithographic office, but I think it would be well to provide room and to assemble there the present staff and organize it, providing only what is presently necessary and letting the business grow in a natural manner, advancing in proportion to the requirements of the public service. It would be impossible for the Queen's Printer to supervise the operations of a staff working in a building a half a mile distant and at the same time to attend properly to his own duties. No transfer should therefore be made until room is provided under the same roof. It would be better to go on as at present, distributing the work among the lithographing firms of the Dominion and putting up with present inconveniences and expense until the extension of the building can be made. Every year it will become more pressing, as the increasing applications of photography to the lithographing and printing

arts cheapen the reproduction of all manner of drawings, maps and illustrations. What is called "process" work has made wonderful advances in the last few years and there seems no limit to its possible development. To meet this the extension of the Bureau is necessary. The additional room could be obtained by extending the wing, as suggested, at the north end of the building seventy-five feet by fifty. By building there the motive power as it now exists need not be disturbed and no rearrangement of the shafting would be necessary nor a disturbance of the rooms.

Voters' Lists.—The Printing Bureau has been of late prominently before the public in connection with the issue of the voters' lists. Previous revisions were carried on in times of political calm, but this revision occurred at a time when one hundred and five constituencies were protested. Of these ninety-eight were taken before the courts. In the forty-six by-elections which ensued it was very natural that if any misconceptions existed in any one's mind they would find expression, and, as such was the case, a few remarks upon the subject may seem appropriate. So far as the lists are concerned the functions of the Bureau are simple. They are to produce in type in clear alphabetical order a transcript of the manuscript lists entrusted by the Clerk of the Crown in Chancery to the Queen's Printer for that purpose. These manuscript lists are for the most part anything but clear and are by no means in alphabetical order save in a very few instances. They are taken from the safe as required and sent to the voters' list room for printing. The proofs are read and compared with the MS. in the proof-room and after correction clean proofs are sent to the revising officers for verification. When they are returned verified they are printed off and twenty copies are sent to the revising officer who sends four to the sitting member and one to the last defeated candidate. The original MS. is then returned to the Clerk of the Crown in Chancery who keeps it on record and there it can always be seen and compared with the printed list by any one who wishes to do so.

The whole process is carried on in rooms where a number of men are working side by side who, necessarily knowing nothing of the persons whose names they are setting, are concerned only in following their copy.

The lists came in very late, for the most part in December, and, as the results of the appeals could not be foreseen, there was great difficulty in getting out the revised lists in time for the elections. This, however, was done in every instance. A statement of the present condition of the revision is given at page 43. The last revision took forty men eight months to get through. The pressure for the departmental reports and sessional work has been so great that the voters' list room was depleted of men for March and April and half of May, but it is now filling up to its proper strength, and the work will go on more rapidly.

Distribution.—The question of the best method of distributing public documents occupied the attention of my predecessor, and is discussed at length in his report. The problem is to place them in the hands of those who will read them, and to avoid the waste of sending them to persons who do not want them. The pressure of other matters has prevented much inquiry into this. A new departure has been made by printing on every blue-book a distinctive number, so that it may be ordered without chance of error, and printing also the price for which it can be bought at the Bureau. The price fixed is approximately two cents for every sheet of

thirty-two pages, which covers the cost of press-work and paper, and a discount to booksellers. In this way any one who sees a blue book can procure it at a known price through any bookseller. More and more of the distribution of the House of Commons is being done at the Bureau. Mr. Boulet who attends to this has been re-transferred to the House of Commons staff, but he works at the Bureau under the direction of the Queen's Printer.

Equalization of Work.—It is scarcely possible to expect such a thing, for every one naturally seeks his own convenience, and does not feel bound to study the Printing Bureau, but one may venture to express a hope, that during the slack season, when hands have to be dismissed, a little effort may be made to look ahead, and have work put in hand without letting it accumulate until the end of the year. Ottawa is a small labour market, and when a man is dismissed he must leave the city. Then it is not possible to get him back, at once, when work comes in with a rush in the fall. There was no slack time last year, owing to the long session, but such a state of things cannot last always, and the time will come when the disagreeable duty of sending men away will have to be performed. These men cannot be got again at a day's notice when wanted for some temporary rush of work, and they cannot be kept idle at the public expense waiting for a job. There is much work which comes down during the session with the stereotyped directions "immediate," "rush," "urgent," which might as well have been done during the slack time in summer. More hands could then be kept in steady employment, and the public service would be more promptly performed by avoiding the periodical congestions of work which cause needless delay.

The whole respectfully submitted.

S. E. DAWSON,

Queen's Printer and Controller of Stationery.

16 A.—COMPARATIVE Cost of Departmental and Parliamentary Printing, &c., by Departments, for the years ending 30th June, 1888, 1889, 1890 and 1891.

Department.	1887-88.		1888-89.		1889-90.		1890-91.	
	Printing.	Paper.	Printing.	Paper.	Printing.	Paper.	Printing.	Paper.
	\$	cts.	\$	cts.	\$	cts.	\$	cts.
Agriculture.	8,911	32	5,431	82	3,990	21	5,763	66
Auditor General.	280	92	277	46	245	56	213	99
Clerk of Crown in Chancery.	58	37	35	99	24	11	245	04
Customs.	5,244	76	5,392	53	5,990	57	3,749	03
Finance.	6,310	63	2,912	77	4,823	27	1,666	57
Fisheries.	1,114	19	568	09	460	22	2,601	51
Governor General's Secretary.	104	51	184	54	49	21	24	95
Inland Revenue.	5,639	23	3,537	37	5,000	72	3,753	91
Indian Affairs.	2,573	72	2,295	09	2,296	17	1,924	59
Interior.	9,229	81	5,166	14	9,730	98	5,694	39
Justice.	1,097	79	793	76	860	12	2,816	16
Library of Parliament.	26	33	62	48	31	66	450	66
Marine.	3,325	27	2,629	36	2,115	71	2,764	24
Militia and Defence.	4,084	12	1,804	98	2,244	17	2,869	69
Post Office.	28,934	02	27,404	64	25,119	35	15,659	97
Privy Council.	281	87	675	34	1,455	34	1,596	55
North-west Mounted Police.	1,794	45	1,654	62	927	99	936	19
Public Printing and Stationery.	697	19	283	85	715	46	9,484	13
Public Works.	2,900	99	1,492	67	2,900	60	2,631	43
Railways and Canals.	2,704	44	1,037	92	2,395	56	1,924	77
Secretary of State.	1,976	46	662	18	305	26	365	10
Supreme Court.	1,378	31	635	84	1,342	45	3,625	48
Exchequer Court.	43	56	65	17	53	47	199	10
The Senate.	20	16	16	75	36	89	149	81
Parliamentary (1887-88 done under contract).	79,354	81	20,933	64	22,118	39	24,581	90
Departments Generally.	10	67	8	09	6	83	43	31
Civil Services Board of Examiners.							153	64
Geological Survey							25	92
Totals.	166,447	90	85,909	13	132,195	70	161,418	42
							84,217	99
							157,803	47
							745	26
							94,113	94

B.—STATEMENT of the Value of Goods Issued by the Stationery Office.

Department.	1887-88.		1888-89.		1889-90.		1890-91.	
	Inside.	Outside.	Inside.	Outside.	Inside.	Outside.	Inside.	Outside.
	cts.	cts.	cts.	cts.	cts.	cts.	cts.	cts.
Agriculture.....	6,275 96	6,232 50	2,331 10	1,002 61	1,647 51	1,020 47	1,799 35	3,929 50
Customs.....	1,180 32	3,197 33	873 20	2,861 91	680 65	2,324 88	720 07	1,759 25
Finance.....	1,717 13	308 54	1,111 70	128 13	697 42	84 88	844 01	65 67
Governor General's Office.....	354 01	.....	278 22	.....	318 89	.....	228 90	.....
Government House.....	402 07	.....	421 49	.....	153 37	.....	148 97	.....
Inland Revenue.....	1,772 21	3,183 72	1,869 65	2,513 47	1,445 98	1,912 50	990 15	2,702 60
Justice.....	1,714 32	5,451 57	2,117 34	3,109 63	1,709 16	2,541 58	1,606 54	2,417 17
Marine.....	1,008 49	791 87	892 13	649 32	756 01	817 23	1,087 58	756 48
Fisheries.....	875 17	298 60	1,677 83	174 61	715 61	326 91	729 73	305 52
Militia and Defence.....	1,572 72	2,046 56	589 16	.....	1,069 55	2,004 73	1,229 78	4,839 01
Privy Council.....	1,383 49	.....	1,346 95	.....	1,582 70	.....	1,850 88	.....
Public Works.....	1,494 52	2,819 86	2,165 45	3,644 53	1,543 14	2,816 96	1,258 24	3,252 33
Railways and Canals.....	2,764 44	3,472 00	2,330 09	3,263 63	2,669 53	5,999 57	3,590 57	7,885 97
Post Office.....	4,563 54	9,864 98	3,453 05	11,031 51	3,239 44	11,349 70	2,827 93	12,569 07
Secretary of State.....	1,637 72	3 00	1,274 09	.....	2,028 00	.....	1,516 58	.....
Public Printing and Stationery.....	491 35	65,254 38	440 31	90,443 27	673 41	90,761 19	413 84	94,655 33
Interior.....	6,623 29	3,639 17	5,253 78	3,260 56	3,713 59	2,840 76	5,528 50	3,927 66
Indian Affairs.....	1,039 37	2,520 48	1,603 29	2,504 64	899 83	3,579 80	826 30	3,871 40
Departments generally.....	77 78	462 22	41 15	311 76	.....	262 41	346 31	.....
Library of Parliament.....	689 69	.....	459 83	.....	482 67	.....	612 43	317 13
Auditor General.....	.....	6,989 03	.....	1,811 39	.....	2,721 29	.....	3,536 69
North-west Police.....	.....	307 74	.....	254 16	.....	194 70	.....	260 77
Charges of management:.....	.....	9,653 32	.....	13,587 94	.....	5,288 19	.....	4,738 00
Senate.....	.....	9,516 34	.....	12,878 29	.....	12,976 30	.....	13,994 74
House of Commons.....	.....	13,106 54	.....	.....	.....	.....	.....	.....
Joint Printing Committee, two Houses of Parliament.....	.....	.....	.....	.....	.....	.....	.....	.....
Refunds, Agriculture.....	14 50	.....	.....	.....	.....	.....	.....	.....
Indian Affairs.....	62 50	.....	.....	.....	.....	.....	.....	.....
Auditor General.....	14 50	.....	.....	.....	.....	.....	.....	.....
Public Printing and Stationery.....	7 08	.....	.....	.....	7 00	.....	.....	.....
Privy Council.....	.....	0 93	.....	.....	.....	.....	.....	.....
Canada Atlantic Railway, freight.....	.....	11 21	.....	.....	.....	.....	.....	.....
Supreme Court.....	.....	.....	.....	.....	.....	.....	.....	.....
Inland Revenue.....	.....	.....	.....	.....	.....	.....	.....	.....
Net total, Outside Service.....	.....	149,151 89	.....	155,365 23	.....	149,932 25	.....	165,874 29
do Inside do.....	37,680 67	37,680 67	30,529 81	30,529 81	26,341 33	26,341 33	27,161 22	27,161 22
Net total issue.....	.....	186,832 56	.....	185,895 04	.....	176,273 58	.....	193,035 51

ACCOUNTANT'S BRANCH.

OTTAWA, March, 1892.

S. E. DAWSON, Esq., L.D.,
Queen's Printer and Controller of Stationery.

SIR,—I have the honour to submit the following statements of the transactions of this branch of the department for the fiscal year ending 30th June, 1891.

The following statement shows the several appropriations and the expenditure on each:—

Service.	Appropriation.	Expenditure.
	\$ cts.	\$ cts.
Salaries.....	22,710 00	22,197 50
Contingencies "proper".....	\$ 5,909 78	
do cleaning.....	1,232 22	
	10,800 00	7,142 00
Laws.....	10,000 00	5,800 65
Franchise Act.....		*7,062 48
Canada Gazette.....	6,000 00	3,764 92
Plant.....	30,540 00	30,707 69
Orders in Council.....	†8,000 00	774 72

*Covered by Governor General's warrant.

†Payments were also made by Department of Justice from this appropriation.

The receipts on account of the several appropriations have been:—

From sale of laws, reports, &c.....	\$ 2,886 28
Canada Gazette, advertisements, subscriptions, &c ...	3,433 22
Sale of voters' lists.....	4,214 29
do waste paper, &c.....	470 64
do horse, balance.....	68 00
	<u>\$11,072 43</u>

On advance account the expenditure amounted to \$292,188.27, made up as follows:—

For Paper, &c., used in printing, &c.....	\$ 94,016 71
Wages and other expenses.....	161,012 40
Lithographing, stamping, &c.....	37,159 16
	<u>\$ 292,188 27</u>

The receipts to the credit of advance account were:—

From Government departments for printing, &c.....	\$ 157,803 47
do do paper, &c., for same	94,113 94
do do lithographing, &c..	31,001 85
	<u>\$ 282,919 26</u>

The expenditure and receipts on account of stationery branch will be found under their proper headings.

The following is a detailed statement of expenditure and receipts on account of *Canada Gazette*:—

EXPENDITURE.

For paper used.....	\$ 1,492 62
Printing and distribution.....	2,060 45
Translation, &c.....	211 85
	<hr/>
	\$ 3,764 92
	<hr/>

RECEIPTS.

Advertisements and sales.....	\$ 3,309 64
Subscriptions.....	324 18
	<hr/>
	\$ 3,633 82
Less subscriptions credited last year.....	200 60
	<hr/>
Total.....	\$ 3,433 22
	<hr/>

The number of copies issued in last week of June was 1,520 of which 84 were sent to subscribers and the remainder to judges, public departments, exchanges, &c., &c.

The details of expenditure on account of the statutes are as follows:—

For Paper.....	\$ 1,496 77
Printing.....	1,970 39
Translation.....	417 13
Binding.....	1,668 89
Distribution.....	247 47
	<hr/>
	\$ 5,800 65
	<hr/>

For details of distribution, number of copies issued, &c., see tables annexed.

PRINTING, BINDING, &C.

For the charges against the several departments, the House of Commons and Senate, for printing, binding, lithographing, stamping, &c., I have the honour to refer you to the subjoined tabular statements.

ADVERTISING.

The amounts paid for Government advertising during the year ending 31st December, 1891, are set forth in the table, page 66.

The number of advertising accounts audited was 2,539; circulars issued, 1,785, besides a considerable amount of correspondence in connection therewith.

The whole respectfully submitted.

W. GLIDDON,
Accountant.

Cost of Departmental and Parliamentary Printing, &c., by Departments, for the
Years ending 30th June, 1890, and 30th June, 1891.

Department.	Printing and Binding.		Paper for same.	
	1889-90.	1890-91.	1889-90.	1890-91.
	\$ cts.	\$ cts.	\$ cts.	\$ cts.
Agriculture.....	5,763 66	8,260 71	4,706 45	7,981 19
Auditor General.....	213 99	245 04	201 85	287 35
Civil Service Board of Examiners.....	153 64		25 92	
Customs.....	3,460 21	3,749 03	5,503 05	5,934 58
Departments generally.....	43 31		10 82	
Exchequer Court.....	199 10	1,180 62	103 44	251 75
Finance.....	2,534 99	1,666 57	1,484 14	1,157 71
Fisheries.....	578 68	2,601 51	827 64	1,214 48
Geological Survey.....		5,862 47		745 26
Governor General's Secretary.....	91 59	24 95	155 66	99 52
Indian Affairs.....	1,924 59	3,274 82	1,589 65	1,560 34
Inland Revenue.....	3,733 91	3,830 02	3,271 98	2,864 20
Interior.....	5,694 39	3,369 00	3,839 25	2,565 19
Justice.....	2,816 21	3,014 43	1,128 55	1,148 85
Library of Parliament.....	450 66	1,430 44	18 40	104 87
Marine.....	2,764 24	5,334 37	1,760 50	2,544 78
Militia and Defence.....	2,889 69	1,649 69	2,031 39	1,444 10
North-west Mounted Police.....	936 19	914 01	795 50	1,309 22
Post Office.....	15,659 97	15,050 97	25,837 53	30,074 50
Privy Council.....	1,596 55	824 67	158 81	999 54
Printing of Parliament.....	91,832 18	78,603 75	24,581 90	21,266 92
Public Printing and Stationery.....	9,484 13	9,045 66	2,700 76	5,512 39
Public Works.....	2,631 43	2,656 11	1,251 97	1,431 66
Railways and Canals.....	1,924 77	2,248 72	1,552 43	2,393 21
Secretary of State.....	365 10	594 08	288 09	376 13
Supreme Court.....	3,525 48	2,193 80	342 32	875 77
The Senate.....	149 81	178 03	49 99	30 43
Total.....	161,418 42	157,803 47	84,217 99	94,113 94

Cost of Departmental and Parliamentary Printing, &c., by Quarters, for the Years
ending 30th June, 1890, and 30th June, 1891.

Quarter.	Printing and Binding.		Stationery for same.	
	1889-90.	1890-91.	1889-90.	1890-91.
	\$ cts.	\$ cts.	\$ cts.	\$ cts.
Quarter ending 30th September.....	16,798 73	23,757 16	11,856 76	22,221 73
do 31st December.....	33,324 27	31,364 03	19,745 13	22,197 53
do 31st March.....	45,711 62	34,235 27	22,485 46	21,613 44
do 30th June.....	65,583 80	68,447 01	30,130 64	28,081 24
Total.....	161,418 42	157,803 47	84,217 99	94,113 94

Cost of Lithographic Work, Printing, Stamping, &c., ordered through the Department of Public Printing and Stationery, during the Fiscal Year ending 30th June, 1891.

Department.	Amount.
	\$ cts.
Agriculture.....	5,595 25
Customs.....	52 00
Finance.....	568 45
Fisheries.....	249 32
Governor General's Secretary.....	35 50
Geological Survey.....	8,032 15
Inland Revenue.....	965 45
Indian Affairs.....	953 90
Interior.....	1,407 15
Justice.....	1,031 12
Supreme Court.....	12 00
Exchequer Court.....	15 00
Marine.....	550 75
Militia and Defence.....	539 57
Post Office.....	7,987 44
Privy Council.....	91 80
Public Works.....	1,505 10
Public Printing and Stationery.....	196 00
Railways and Canals.....	1,116 15
Secretary of State.....	128 50
Library of Parliament.....	15 25
The Senate.....	54 00
Total.....	31,101 85

W. GLIDDON,
Accountant.

REPORT OF THE ACCOUNTANT.

PRINTING BRANCH.

OTTAWA, January, 1892.

To S. E. DAWSON, Esq., L. D.,
Queen's Printer, &c., &c.

SIR,—I have the honour to submit the fourth annual report of the work of the Printing Branch. The subjoined tabular statements are for the twelve months ended 31st December, and presented as follows:—

- | | |
|--------------------------------|---------------------------|
| No. 1.—Annual Report work. | No. 6.—Departmental work. |
| No. 2.—Sessional routine work. | No. 7.— do pamphlet work. |
| No. 3.—Hansard work. | No. 8.—Bindery work. |
| No. 4.—Statute do | No. 9.—Voters' List work. |
| No. 5.—Gazette do | |

I venture the statement that no better evidence could possibly be given as to the equipment and organization of this establishment than the severe test to which it was subjected during the past year: especially so was this the case during the session of Parliament, not only a session of long duration, but unequalled for the excessively large quantity of printed matter daily supplied to the House. Last year the routine work amounted to 8,274 pages. This year the same work made 16,799 pages, or more than double the work of the former session. The night or sessional hands were formerly discharged after the prorogation; but finding that there were some 10,000 pages of manuscript—for the most part French—to place in type, their services were retained and they have been continuously employed. The inadequate accommodation afforded by the present building has been referred to in previous reports, but probably never experienced to such an extent as during the present year.

STATEMENT showing the Receipt and Delivery of the Annual Departmental Reports.

Name of Report.	Manuscript Received, 1890-91.	Report Delivered, 1890-91.	Manuscript Received, 1891-92.	Remarks.
Postmaster General.....	Aug. 25....	Mar. 16....	Oct. 6....	Only a portion of the copy.
Inland Revenue.....	Sept. 8....	Dec. 17....	do 26....	do do
Archives.....	do 8....	Jan. 13....	Dec. 16....	do do
Public Accounts.....	do 8....	do 6....	Oct. 15....	do do
Public Works.....	do 22....	do 7....		Copy not received.
Indian Affairs.....	do 26....	Feb. 25....		do
Auditor General.....	Oct. 2....	do 27....	Oct. 27....	Only a portion of the copy.
Justice.....	do 14....	Nov. 7....	Nov. 20....	do do
Civil Service List.....	do 20....	Jan. 7....		Copy not received.
Railways and Canals.....	Nov. 4....	April 2....		do
Trade and Navigation.....	do 7....	Jan. 10....	Dec. 12....	Only a portion of the copy.
Militia and Defence.....	do 18....	do 29....	Oct. 26....	do do
Fisheries.....	do 25....	Feb. 17....		Copy not received.
Marine.....	Dec. 5....	Jan. 30....		do
Interior.....	do 9....	April 24....		do
North-west Mounted Police.....	Jan. 16....	do 23....		do
Chartered Banks.....	do 19....	Feb. 16....		do
Secretary of State.....	do 30....	Mar. 6....		do
Agriculture.....	Feb. 2....	do 21....		do
Board of Civil Service Examiners.....	do 16....	do 3....		do
Steamboat Inspection.....	do 26....	Sept. 2....		do
Mortuary Statistics.....	March 4....	Aug. 24....		do
Estimates.....	April 3....	May 18....		do
Insurance Report.....	do 11....	July 27....		do
Queen's Printer's Report.....	do 18....	May 20....		do
Criminal Statistics.....	do 21....	Aug. 25....		do

PARLIAMENTARY REPORTS.

The preceding statement shows that out of twenty-six reports, but five were received in October, one in November, two in December, making in all eight reports. During the same period last year the manuscript of fifteen annual reports was received here. It would undoubtedly subserve the requirements of Parliament and the printing department could the greater portion of this work be completed and delivered before the regular sessional work begins. Some of the reports are made up for the fiscal year ending 30th June, while others are not closed up till 31st December, yet it is not exceptional to have the latter printed in advance of the former. This is owing to want of care in compiling the copy, detention in the preparation of the prefatory matter and the sending out of four and five revises in page form, as well as galley proofs. Valuable parliamentary documents are printed here, such as the daily *Hansard*, without sending out even galley proofs. Why not the annual reports? Not only would there be a saving of time, but a considerable reduction in the cost.

TABLE No. 1.—Statement showing the Annual Report Work for the Session of 1891.

Title of Document.	Number of Copies.	Number of Pages.	Press-work by Token —250 impressions of 8 pages each.	Folding and stitching by M. sheets.	DISTRIBUTION.			
					Houses of Commons.	Depart- ments.	Stock.	Bound.
TRADE AND NAVIGATION—								
English.....	3,300	950	1,694	400	1,900	*500	50	850
French.....	775	948	484	94	425	50	25	275
AUDITOR GENERAL'S REPORT—								
English.....	5,525	1,154	3,404	818	1,975	*2,500	200	850
French.....	1,000	1,154	592	148	425	250	50	275
SECRETARY OF STATE'S REPORT—								
English.....	2,960	54	108	27	1,700	400	10	850
French.....	855	54	36	8	425	150	5	275
CIVIL SERVICE LIST—								
English.....	3,050	250	429	101	1,700	400	100	850
French.....	800	250	132	27	425	100	.....	275
REPORT OF BOARD OF CIVIL SERVICE EXAMINERS—								
English.....	3,125	56	104	25	1,700	500	75	850
French.....	875	58	36	8	425	150	25	275
PUBLIC WORKS REPORT—								
English.....	3,400	736	1,400	340	1,700	800	50	850
French.....	1,125	734	495	112	425	400	25	275
INLAND REVENUE, PT. I, EXCISE—								
English.....	3,800	228	576	137	1,700	1,200	50	850
French.....	975	228	144	36	425	250	25	275
INLAND REVENUE, PT. II, INSPECTION OF WEIGHTS, MEASURES AND GAS—								
English.....	3,560	60	165	40	1,700	1,000	10	850
French.....	1,205	60	45	11	425	500	5	275
INLAND REVENUE, PT. III, ADULTERA- TION OF FOOD—								
English.....	3,760	68	160	38	1,700	*1,200	10	850
French.....	1,205	70	55	14	425	*500	5	275
REPORT ON PUBLIC PRINTING AND STATIONERY—								
English.....	2,950	74	132	33	1,700	400	.....	850
PUBLIC ACCOUNTS—								
English.....	3,375	218	448	108	1,775	600	150	850
French.....	800	218	124	25	425	50	50	275
Carried forward.	48,420	7,622	10,763	2,550	23,500	11,900	920	12,100

* 50 bound.

TABLE No. 1.—Statement showing the Annual Report Work, &c.—Continued.

Title of Document.	Number of Copies.	Number of Pages.	Press-work by Token —250 impressions of 8 pages each.	Folding and stitching by M.	DISTRIBUTION.			
					House of Commons.	Depart- ments.	Stock.	Bound.
Brought forward	48,420	7,622	10,763	2,550	23,500	11,900	920	12,100
ESTIMATES FOR 1891-92—								
English.....	3,350	96	182	44	1,700	750	*50	850
French.....	800	96	52	11	425	100	.....	275
ESTIMATES FOR 1892—								
English.....	350	16	4	1	350	.....	.....	.....
ESTIMATES (BALANCES VOTED YEAR 1892)—								
English.....	500	18	8	2	500	.....	.....	.....
SUPPLEMENTARY ESTIMATES, 1890-91—								
English.....	2,850	16	24	6	1,700	250	*50	850
French.....	750	16	6	2	425	50	.....	275
SUPPLEMENTARY ESTIMATES, 1891-92—								
English.....	3,250	18	39	10	1,700	650	*50	850
French.....	800	18	12	3	425	100	.....	275
PRELIMINARY INSURANCE ABSTRACT—								
English.....	4,550	18	76	19	1,700	2,000	.....	850
French.....	700	18	12	3	425	.....	.....	275
INSURANCE ABSTRACT—								
English.....	4,560	56	152	37	1,700	2,000	10	850
French.....	710	56	24	6	425	.....	10	275
INSURANCE REPORT—								
English.....	5,060	554	1,512	365	1,700	†2,500	10	850
French.....	810	554	292	60	425	†100	10	275
LIST OF BANK SHAREHOLDERS—								
English.....	2,855	382	600	143	1,700	300	5	850
French.....	700	382	150	35	425	.....	.....	275
POSTMASTER GENERAL'S REPORT—								
English.....	3,075	330	585	139	1,700	‡500	25	850
French.....	870	328	176	39	425	150	20	275
REPORT ON ARCHIVES—								
English.....	4,100	546	1,173	287	1,700	1,500	50	850
French.....	1,225	558	365	91	425	500	25	275
MORTUARY STATISTICS—								
English.....	3,060	240	403	95	1,700	500	10	850
French.....	710	240	93	23	425	.....	10	275
CRIMINAL STATISTICS—								
English.....	3,060	228	416	98	1,700	500	10	850
French.....	700	228	96	23	425	.....	.....	275
INTERIOR REPORT—								
English.....	4,260	224	630	150	1,900	1,500	10	850
French (part only—106 pp.).....	805	106	64	13	425	100	5	275
REPORT BY NORTH-WEST MOUNTED POLICE COMMISSIONER—								
English.....	3,060	210	377	89	1,900	300	10	850
French (part only—96 pp.).....	805	96	48	10	425	100	5	275
REPORT BY SUPERINTENDENT OF IN- DIAN AFFAIRS—								
English.....	3,600	588	1,155	278	1,900	800	50	850
French.....	825	588	308	64	425	100	25	275
SUMMARY REPORT OF GEOLOGICAL SURVEY—								
English.....	2,844	58	108	26	784	1,200	10	850
French.....	453	64	18	5	168	.....	10	275
REPORT ON AGRICULTURE, WITH AP- PENDICES—								
English.....	3,060	334	572	135	1,700	500	10	850
French (part only—208 pp.).....	860	208	104	23	425	150	10	275
Carried forward.....	118,387	15,110	20,599	4,885	57,777	29,100	1,410	30,100

* For Auditor General.

† 200 bound in cloth.

‡ 60 bound in full cloth.

TABLE No. 1.—Statement showing the Annual Report Work, &c.—Continued.

Title of Document.	Number of Copies.	Number of Pages.	Press-work by Token —260 impressions of 8 pages each.	Folding and stitch- ing by M.	DISTRIBUTION.			
					House of Commons.	Depart- ments.	Stock.	Bound.
Brought forward.....	118,387	15,110	20,599	4,885	57,777	29,100	1,410	30,100
REPORT ON EXPERIMENTAL FARMS—								
English.....	17,560	314	2,911	720	1,700	13,000	10	850
French.....	3,710	328	630	156	425	3,000	10	275
REPORT OF DAIRY COMMISSIONER—								
English.....	7,560	192	775	189	1,700	5,000	10	850
French.....	2,210	198	243	60	425	1,500	10	275
REPORT OF HIGH COMMISSIONER—								
English.....	3,060	86	169	40	1,700	500	10	850
French.....	860	90	52	12	425	150	10	275
WESTERN HEMISPHERE TRADE—								
English.....	4,050	52	136	33	1,700	1,500	.....	850
French.....	850	52	32	7	425	150	.....	275
REPORT ON PENITENTIARIES—								
English.....	3,020	184	312	73	1,700	*445	25	850
French.....	785	184	96	19	425	75	10	275
REPORT OF MINISTER OF RAILWAYS AND CANALS—								
English.....	4,300	472	1,206	345	1,900	1,500	50	850
French.....	1,475	472	378	113	425	750	25	275
CANAL STATISTICS—								
English.....	4,060	164	391	94	1,700	1,500	10	850
French.....	705	164	69	17	425	.....	5	275
RAILWAY STATISTICS—								
English.....	4,550	76	190	46	1,700	2,000	.....	850
French.....	700	76	30	7	425	.....	.....	275
REPORT ON MILITIA AND DEFENCE—								
English.....	4,360	250	630	153	1,700	1,800	10	850
French.....	1,205	250	175	43	425	500	5	275
REPORT OF MINISTER OF MARINE—								
English.....	3,860	216	480	116	1,700	1,300	10	850
French (part only—176 pp.).....	1,005	176	110	23	425	300	5	275
REPORT ON STEAMBOAT INSPECTION—								
English.....	3,255	290	546	127	1,700	700	5	850
French.....	800	290	156	32	425	100	.....	275
REPORT ON EXPORT CATTLE TRADE OF CANADA—								
English.....	3,050	316	559	132	1,700	500	.....	850
REPORT ON DECK-LOADING—								
English.....	3,060	16	39	10	1,700	500	10	850
REPORT ON BEHRING SEA SEIZURES—								
English (part only—512 pp.).....	3,760	†512	1,024	241	1,700	1,200	10	850
French (part only—128 pp.).....	705	128	48	12	425	.....	5	275
REPORT ON SEIZURE OF "ARAUNAH"—								
English (Type composed only Dec. 31, 1891).....	3,760	.....	.....	.....	1,700	1,200	10	850
French do do.....	705	.....	.....	.....	425	.....	5	275
REPORT ON FISHERIES—								
English.....	3,760	268	592	181	1,700	1,200	10	850
French.....	905	194	100	23	425	200	5	275
SUPPLEMENTARY REPORT ON FISH- ERIES—								
English.....	3,760	326	736	267	1,700	1,200	10	850
French (part only—232 pp.).....	905	232	152	35	425	200	5	275
‡REPORT ON EXPERIMENTAL FARMS, EXTRA ORDER—								
English.....	187,500	314	30,750	4,100	187,500	.....	.....	.....
Carried forward.....	404,197	21,992	64,316	12,311	280,752	73,070	1,700	48,675

*70 bound in cloth.

†200 pages beyond composed only.

‡Only 100,000 bound to Dec. 31, 1891.

TABLE No. 1.—Statement showing the Annual Report Work, &c.—*Concluded.*

Title of Document.	Number of Copies.	Number of Pages.	Press-work by Token —250 impressions of 8 pages each.	Folding and stitching by M.	DISTRIBUTION.			
					House of Commons.	Depart- ments.	Stock.	Bound.
Brought forward	404,197	21,992	64,316	12,311	280,752	73,070	1,700	48,675
§REPORT OF DAIRY COMMISSIONER— EXTRA ORDER— English.....	75,000	192	7,500	.....	75,000	.....	.....	.....
REPORT OF TENANT FARMERS' DEL- GATION ON CANADA— REPORT ON JAMAICA EXHIBITION— English.....	3,135	70	143	40	1,775	500	10	850
REPORT ON JAMAICA EXHIBITION, EXTRA COPIES— English.....	9,000	70	396	117	9,000	.....	.....	.....
Total	491,332	22,324	72,355	12,468	366,527	73,570	1,710	49,525

§ None bound, Dec. 31, 1891.

ROUTINE WORK OF THE HOUSE.

By reference to table No. 2 it will be seen that the Special Committee reports were unusually heavy, the Privileges and Elections report alone making 1,580 pages. It was generally stated that Parliament would not prorogue until the Privileges and Elections Committee had reported to the House. I was, therefore, anxious to have the work closed up daily so that Parliament would not be delayed, and the delay ascribed—as is oftentimes the case—to the Printing Bureau, but found it impossible to obtain definite information and was therefore compelled to keep $3\frac{1}{2}$ tons of type, or 850 pages—more than half of the report—standing before receiving positive orders to send the first signature to press.

There was no difficulty whatever with the printing of the Public Accounts Committee reports, the copies for the use of the committee, also for distribution, and Sessional Papers, were printed off at the same time.

TABLE No. 2.—Statement showing the Routine Work of Parliament during the Session of 1891.

Title of Document.	Number of Copies.	Number of Pages.	Press-work by Token —250 impressions of 8 pages.	Folding and stitching by M. sheets.	DISTRIBUTION.			
					House of Commons.	Senate.	Binding.	Stock.
VOTES AND PROCEEDINGS—								
English.....	2,100	905	1,368	428	2,100			
French.....	550	911	306	97	550			
ORDERS OF THE DAY—								
English.....	525	885	789	138	525			
French.....	140	886	261	37	140			
SENATE MINUTES—								
English.....	1,650	684	763	208	1,650			
French.....	400	677	212	50	400			
PUBLIC BILLS (COMMONS)—								
English.....	1,950	248	776	189	1,950			
French.....	500	247	190	48	500			
PRIVATE BILLS (COMMONS)—								
English.....	700	246	176	62	700			
French.....	250	256	91	23	250			
THIRD READING BILLS (COMMONS)—								
English.....	350	384	266	12	350			
French.....	100	392	144	14	100			
PUBLIC BILLS (SENATE)—								
English.....	1,950	42	136	33	1,950			
French.....	500	41	34	9	500			
PRIVATE BILLS (SENATE)—								
English.....	700	20	16	6	700			
French.....	250	21	9	2	250			
THIRD READING BILLS (SENATE)—								
English.....	450	47	21	9	450			
French.....	150	46	22	3	150			
CRIMINAL LAW BILL—								
English.....	1,950	365	376	94	2,000			
French.....	500	324	84	21	500			
RETURNS—								
English.....	1,950	1,162	1,816	430	1,950			
French.....	500	494	210	76	500			
REPORT OF PRIVILEGES AND ELEC- TIONS COMMITTEE ON CHARGES AGAINST HON. THOS. MCGREEVY—								
English.....	3,550	1,580	3,075	751	2,700		850	
French (part only)	775	912	456		500		275	
REPORTS ON PUBLIC ACCOUNTS COM- MITTEE INQUIRIES, VIZ. :—								
<i>Payments for Immigration Services :</i>								
English.....	2,875	44	96	24	2,025		850	
French.....	775	40	24	6	500		275	
<i>Payments for Extra Services in De- partment of Interior :</i>								
English.....	2,800	146	276	65	1,950		850	
<i>Langevin Block :</i>								
English.....	2,875	76	168	41	2,025		850	
<i>Items affecting John R. Arnoldt :</i>								
English.....	2,875	74	168	41	2,025		850	
French.....	775	66	40	8	500		275	
<i>Payments for Extra Services in Post Office Department :</i>								
English.....	2,875	38	96	23	2,025		850	
French.....	775	34	24	5	500		275	
<i>Kingston Graving Dock :</i>								
English.....	2,800	14	48	12	1,950		850	
French.....	775	16	12	3	500		275	
<i>Government Printing Bureau :</i>								
English.....	2,875	268	540	130	2,025		850	
Carried forward.....	45,515	12,591	13,089	3,098	37,390		8,175	

TABLE NO. 2.—Statement showing the Routine Work, &c., Session of 1891—*Concluded.*

Title of Document.	Number of Copies.	Number of Pages.	Press-work by Token —250 impressions of 8 pages each.	Folding and stitching by M.	DISTRIBUTION.			
					House of Commons.	Senate.	Binding.	Stock.
Brought forward	45,515	12,591	13,089	3,098	37,390		8,175	
REPORTS ON PUBLIC ACCOUNTS COMMITTEE INQUIRIES— <i>Continued.</i>								
<i>Payments made in Audit Office:</i>								
English.....	2,875	18	60	15	2,025		850	
French.....	775	18	16	4	500		275	
<i>Purchases in Public Works Department:</i>								
English.....	2,875	70	156	38	2,025		850	
French.....	775	74	44	9	500		275	
<i>Government in Keewatin:</i>								
English.....	2,800	70	132	32	1,950		850	
French.....	775	76	44	9	500		275	
<i>Payments to W. I. Bradley (Department Railways and Canals):</i>								
English.....	2,800	8	12	3	1,950		850	
French.....	775	8	4	1	500		275	
<i>Napanee Public Building:</i>								
English.....	2,800	28	60	15	1,950		850	
French.....	775	30	24	5	500		275	
<i>Unprovided Expenditure (Railways):</i>								
English.....	2,800	6	24	6	1,950		850	
French.....	775	6	8	2	500		275	
REPORT OF SELECT COMMITTEE OF SENATE ON BAIE DES CHALEURS RAILWAY COMPANY—								
English.....	3,800	454	992	236	1,950	1,000	850	
French.....	750	456	177	45	500		250	
REPORT ON CHARGES AGAINST THE MEMBER FOR EAST NORTHUMBERLAND—								
English.....	2,800	184	312	73	1,950		850	
JOURNALS—								
House of Commons—								
English (not complete).....	850	544	272	58			850	
French do	275	464	116	16			275	
The Senate—								
English.....	850	442	244	52			850	
French.....	250	410	53	14			250	
CRIMINAL LAW BILL, 1891—								
English.....	2,000	366	376	94	*2,000			
REPORT ON CANADIAN CLIMATOLOGY—								
English.....	2,250	24	36	9	2,250			
EVIDENCE OF EXPERIMENTAL FARM PROFESSORS—								
English.....	2,000	100	26	7	2,000			
REPORT OF COMMITTEE ON AGRICULTURE AND COLONIZATION—								
English.....	8,050	148	656	160	7,200		850	
REPORT ON MACKENZIE BASIN (APPENDIX SENATE JOURNALS)—								
English.....	4,600	74	209	51	3,750		850	
French.....	1,500	74	66	17	1,250		250	
DIVORCE EVIDENCE (four cases).....	400	56	18	4		400		
Total.....	97,490	16,799	17,226	4,073	75,090	1,400	21,050	

* For Department of Justice.

COMMONS "HANSARD."

The revised edition of the *Hansard* was completed, with the exception of the table of contents and index, on the 10th October, or ten days after the prorogation of Parliament. The first portion of the copy of the table of contents and index was sent in on 28th October, and the printing was completed on 21st December, over two months after the close of Parliament. The *Hansard* exceeds that of last year by 874 pages, and was therefore divided into three volumes, increasing the binders' work by 700 volumes.

Repeated demands were made during the by-elections for copies of the corrected edition of the *Hansard*, and the delay in many instances was attributed to the Printing Bureau, whereas the delay was solely owing to the time occupied in the preparation of the table of contents and index. This work could be more expeditiously and satisfactorily carried out if the index was prepared daily, or as the work proceeds.

At the present time, and in accordance with the rules of the House, 1,750 copies of the daily or unrevised edition are printed for public distribution, three days are then allowed to members in which to revise their speeches. Of the edition so revised, 700 copies are printed off, and put aside to be bound up after the close of the session.

It might serve Parliament better to have 1,400 copies of the corrected edition printed and distributed to the public, and a smaller number, say, 350 copies of the daily or unrevised edition struck off for the immediate use of the House, and to serve the purpose of proofs. After the close of the session, or as soon as prepared, the table of contents and index could also be supplied to those who receive copies of the revised edition, thereby making a complete book with the exception of the binding, which could be provided for by the recipient of the sheets.

The cost of supplying the index and title-page, as compared with the present unsatisfactory distribution, would amount to about \$50.00.

The French *Hansard* was completed on the 25th January, 1892.

SENATE "HANSARD."

The copy of this work was all in type on 4th October, or five days after the session. The first copy of the index was received on 28th October, and the work completed on 13th November.

TABLE No. 3.—Statement showing the Work on House of Commons and Senate Debates during the Session of 1891.

Title of Document.	Number of Copies.	Number of Pages.	Press-work by Token —250 impressions of 8 pages each.	Folding and stitching by M. sheets.	DISTRIBUTION.			
					House of Commons.	Senate.	Binding.	Stock.
HOUSE OF COMMONS—								
Daily <i>Hansard</i>	1,750	3,328	3,157	789	1,710			40
Revised <i>Hansard</i> vol. 1, English.....	700 each vol. 500 each vol.	3,542	1,350	315	600			100
do do 2 do								
do do 3 do								
do do 1, French.....								
do do 2 do	3,492	878	220	450			50	
do do 3 do								
Extra copies of Speeches ordered by Members.....	98,050	1,083	756	170	98,050			
THE SENATE—								
Daily <i>Hansard</i>	1,405	702	774	181		1,400		5
Revised do	520	768	288	50		500		20
Extra copies of Speeches ordered by Senators.....	500	54	8	2		500		
Total.....	105,825	12,969	7,211	1,727	100,810	2,400		215

TABLE No. 4.—Statement showing the Work on the Statutes.

Title of Document.	Number of Copies.	Number of Pages.	Number of Impressions by 250 copies of 8 pages each.	Folding and stitching by M.	DISTRIBUTION.			
					House of Commons.	Senate.	Binding.	Stock.
THE STATUTES—								
Volume 1, English.....	5,000	392	1,040	260				5,000
do 1, French.....	1,750	398	357	90				1,750
do 2, English.....	4,100	232	493	119				4,100
do 2, French.....	1,050	242	155	33				1,050
Criminal Law, English.....	2,600	8	11	3				2,600
Separate Chapters.....	20,085	524	195	16				20,085
Total.....	34,585	1,796	2,251	521				34,585

TABLE No. 5.—Statement showing the Work on the *Canada Gazette*.

Title of Document.	Number of Copies, 1,620 per Week.	Number of Pages.	Number of Impres- sions by 250 copies of 8 pages each.	Folding by M.	DISTRIBUTION WEEKLY.	
					Queen's Printer.	Mailed.
<i>Canada Gazette</i>	79,040	2,711	3,178	611	90	1,430

DEPARTMENTAL WORK.

This work is annually increasing. The printing of the Patent Record, also the Post Office Money Order books, formerly executed by the Burland Lithographic Company have been added to the regular work.

Many of the requisitions sent in are marked "RUSH" or "IMMEDIATE." In numerous cases these urgent requests have been complied with, only to find that after the forms were in type, and proofs sent out, the matter was allowed to stand for weeks, and in some instances months, before the proofs were signed for final printing. It might not be unreasonable to ask that a little more restraint be exercised in the use of such requests in order that the printer may know when a real urgency exists, as it is, these phrases lose their force when repeated with every order.

The press work on the Supreme and Exchequer Court Reports, the *Canada Gazette*, and several heavy forms for the Post Office Department has been greatly reduced by increasing the sizes of the paper formerly used.

TABLE No. 6.—Statement showing Letterpress Departmental Work for Year 1891.

Department.	January.			February.			March.			April.		
	Copies of forms.	Envelopes	Impressions.	Copies.	Envelopes	Impressions.	Copies.	Envelopes	Impressions.	Copies.	Envelopes	Impressions.
Agriculture	95,015	19,550	82,120	60,125	14,250	67,525	35,500	29,500	56,200	52,350	14,500	71,365
Census	12,500		13,500	13,750	4,000	13,250	18,700		9,600	34,790	25,000	66,740
Auditor General	3,600		3,600	15,900		17,700	2,500		2,500	1,375		2,300
Customs	106,275	100,000	194,075	170,925	5,000	69,155	60,810	13,000	90,420	52,875	104,500	136,825
Clerk of Crown in Chancery	126,500		175,500	20,000		33,700	850		850			
Board of Civil Service Examiners	1,250		1,550				505		505			
Finance	57,485		63,920	32,610	17,000	55,640	4,727		9,025	30,530	200	48,015
Fisheries	2,340	3,000	6,070	11,125		11,155	1,365		1,775	6,675	5,000	14,125
Governor General	123,585		133,045	34,925	9,000	61,300	59,025	13,000	85,800	58,765		55,550
Inland Revenue	67,135		64,435	46,770	2,100	40,590	22,855		20,455	17,550		62,250
Interior	31,990	1,900	39,100	5,800		13,250	119,706	11,500	128,730	6,940	2,250	11,300
Indian Affairs	75,000	2,760	72,760	3,000		3,400	32,000	8,000	40,000	20,755	5,000	25,375
North-west Mounted Police	10,790		3,610	14,400	6,000	21,950	20,500	1,000	3,700	8,705	1,000	3,780
Geological Survey	833,815	213,500	619,905	2,426,180	378,200	1,170,880	3,643,415	35,500	353,110	438,200	71,000	396,770
Post Office (branches combined)	11,950		12,350	7,835	1,000	11,085	1,575	1,000	2,825	12,025	3,000	15,125
Justice, Supreme Court, &c.	750		750	300		300						
Library of Parliament	30,140	10,000	57,760	37,515	40,000	71,015	8,485	7,700	17,385	282,650	11,500	65,315
Marine	9,850	33,500	43,350	47,950	500	59,450	13,400	1,000	15,400	29,410	2,000	34,475
Militia and Defence	163,600	17,000	65,900	1,625	11,000	12,900	300		750	11,785	2,000	16,990
Public Printing and Stationery	1,000		1,000									
Privy Council (reprints from "Gazette" not included here)	20,800	1,500	36,600	21,170		26,995	9,250		11,250	9,450	1,000	10,450
Public Works	15,770	19,400	42,840	10,340	2,500	14,280	6,575	21,500	30,580	19,270	500	15,670
Railways and Canals	175		525	1,000		1,000	1,040		1,000	17,195		22,740
Secretary of State	4,825	1,720	8,125	1,930		2,280	1,875		1,900	1,052	3,000	33,850
Senate and House of Commons												
Total	1,806,140	423,830	1,748,390	2,987,325	488,450	1,777,440	4,076,467	143,450	908,260	1,193,892	292,450	1,110,725
Census, December, 1890	1,097,700		582,700									

TABLE No. 6.—Statement showing Letterpress Departmental Work for Year 1891—Continued.

Department.	May.			June.			July.			August.		
	Copies.	Envelopes	Impres- sions.	Copies.	Envelopes	Impres- sions.	Copies.	Envelopes	Impres- sions.	Copies.	Envelopes	Impres- sions.
Agriculture	24,125	37,700	64,850	13,130	5,000	18,980	21,410	12,200	39,990	44,387	16,500	62,050
Census	10,000	.....	10,000	25,000	1,000	26,000	1,500	.....	1,500	2,500	5,000	7,500
Auditor General	2,900	.....	3,800	2,000	.....	2,000	1,050	.....	1,150	1,000	.....	1,000
Customs	329,100	60,500	187,475	260,650	25,000	108,480	369,925	.....	124,500	217,250	13,500	144,475
Clerk of the Crown in Chancery	6,750	2,300	9,050	.....	.....	.....	450	.....	450	300	.....	300
Board of Civil Service Examiners	3,355	.....	3,355	.....	.....	.....	.....	.....	.....	.....	.....	.....
Finance	19,565	16,500	43,280	23,945	3,450	28,515	29,230	4,500	65,180	94,210	6,000	68,620
Fisheries	14,635	10,000	26,245	4,700	.....	5,700	46,685	.....	40,765	17,300	.....	17,300
Governor General	250	.....	250	1,500	.....	1,500	150	.....	300	205	.....	205
Inland Revenue	142,105	.....	142,680	64,440	32,500	115,890	48,270	25,000	69,568	12,560	.....	13,210
Interior	57,715	20,000	87,325	20,835	1,750	23,645	114,062	15,000	131,022	63,690	40,200	111,455
Indian Affairs	6,645	3,200	9,945	27,795	1,750	34,665	4,965	2,000	8,955	32,580	750	34,430
North-west Mounted Police	900	.....	2,400	7,075	15,000	22,150	40,455	.....	36,550	11,000	10,000	21,000
Geological Survey	13,800	1,000	12,300	405	.....	870	9,385	.....	10,085	1,400	.....	21,600
Post Offices (branches combined)	1,403,940	395,500	998,335	127,000	9,750	152,655	2,344,890	304,000	969,285	131,890	164,500	256,800
Justice, Supreme Court, &c.	9,614	.....	12,140	13,335	500	15,460	57,125	1,000	21,975	10,345	1,000	13,865
Library of Parliament	100	.....	100	.....	.....	.....	950	1,000	3,300	.....	.....	.....
Marine	10,710	.....	11,580	70,900	5,050	30,685	48,295	15,500	89,640	13,225	.....	13,375
Militia and Defence	21,916	6,000	29,066	9,050	10,000	23,050	24,500	.....	25,000	12,300	15,000	30,300
Public Printing and Stationery	53,155	.....	44,140	74,420	1,000	53,605	25,225	6,325	31,775	34,525	.....	34,525
Privy Council (reprints from "Gazette" not included here) .....	.....	.....	.....	.....	.....	.....	56	.....	56	150	.....	150
Public Works	7,915	.....	11,855	31,725	5,500	30,510	28,510	.....	27,335	56,475	20,400	50,675
Railways and Canals	11,545	.....	12,440	2,430	.....	2,520	13,420	.....	11,620	37,200	15,000	55,250
Secretary of State .....	.....	.....	.....	3,700	.....	3,700	11,320	.....	11,880	1,000	1,500	2,500
Senate and House of Commons	17,260	1,000	18,890	81,625	500	29,870	416,196	150	118,708	8,306	.....	8,537
	2,171,885	553,700	1,711,506	865,660	116,500	730,450	3,658,304	386,675	1,842,479	803,778	309,350	948,477

TABLE No. 6.—Statement showing Letterpress Departmental Work for Year 1891—Concluded.

Department.	September.			October.			November.			December.		
	Copies.	Envelopes	Impres- sions.	Copies.	Envelopes	Impres- sions.	Copies.	Envelopes	Impres- sions.	Copies.	Envelopes	Impres- sions.
Agriculture	17,130	4,500	26,020	21,265	8,500	30,930	11,880	6,150	19,330	41,000	15,500	44,000
Census	12,500	10,000	22,500	22,150	1,000	12,300	5,500		5,500	2,500	5,000	7,500
Auditor General		200	200	5,832		7,164	7,000		7,000	200		200
Customs	219,535		128,943	86,010	160,000	214,265	39,023	100,000	165,230	68,783	17,500	68,187
Clerk of Crown in Chancery	20,000		29,000	7,490		6,625						
Board of Civil Service Examiners	14,810		21,920	15,591		28,594	10,870	15,000	31,446	23,055	14,500	44,790
Finance	1,500	10,000	12,200	8,150		15,600	2,300	3,000	6,075	3,750		5,900
Fisheries	130		260	950	1,000	1,950	97,870		104,935	1,000		1,000
Governor General	59,188	5,000	63,275	72,220	10,000	96,540	24,620	2,150	33,220	33,220	7,000	54,434
Inland Revenue	35,360	2,000	30,835	20,105	15,000	37,490	12,610	700	20,620	10,180	12,750	48,230
Interior	3,950	3,200	7,150	10,770	1,000	16,770	6,075		10,300	3,250		29,000
Indian Affairs	81,350		109,800	6,375		10,825	5,700	3,000	6,100	7,230	10,000	16,500
North-west Mounted Police	1,019		1,019	20,435	15,000	32,700	5,700		6,100	325,964	120,000	364,155
Geological Survey	195,475	80,000	225,444	3,127,565	373,700	1,080,036	925,770	133,500	516,624	13,060		13,060
Post Office (branches combined)	580		1,366	14,400		17,360	1,905		2,480	600		200
Justice, Supreme Court, &c.				1,000		1,000						
Library of Parliament	23,710	3,000	45,005	7,147	1,100	9,959	7,725		10,100	272,255	20,000	54,685
Marine	53,950	11,000	44,950	9,200	1,500	11,700	41,350	11,000	56,350	18,240	5,250	25,810
Militia and Defence	91,985	2,500	80,585	18,320	2,000	22,130	13,725	4,000	18,810	9,832	5,500	15,814
Public Printing and Stationery												
Privy Council (reprints from "Gazette" not included)	1,000	500	24,335	115		225	1,168	1,000	3,675	106,210		140,420
Public Works	19,810		24,335	24,696	4,000	43,428	33,785		47,460	19,350		21,175
Railways and Canals	13,050		12,550	18,400	500	19,900	14,940	500	18,890	11,036		16,966
Secretary of State	1,073		1,350	5,825		6,460	6,460	7,500	8,050	570		570
Senate and House of Commons	14,361	500	14,961	26,625	3,000	29,675	9,315		5,750	53,712	2,000	19,544
	891,466	132,400	904,668	3,550,686	597,300	1,751,626	1,273,581	287,500	1,088,445	1,076,244	247,000	1,016,870

TABLE No. 6.—Summary for the Twelve Months.

Month.	Copies.	Envelopes.	Impressions.
January	1,806,140	423,830	1,748,390
February	2,987,325	488,450	1,777,440
March	4,076,467	143,450	908,260
April	1,193,892	292,450	1,110,725
May	2,171,395	553,700	1,711,506
June	865,660	116,500	730,450
July	3,658,304	386,675	1,842,479
August	803,778	309,350	943,477
September	891,466	132,400	904,668
October	3,550,686	597,300	1,751,626
November	1,273,581	287,500	1,088,445
December	1,076,244	247,000	1,016,870
	24,354,938	3,978,605	15,539,336
Census work ordered in December	1,097,700	.....	582,700
	25,452,638	3,978,605	16,122,036

N.B.—Pamphlet work is this year separated from the Departmental, and will be found under its proper head.

TABLE No. 7.—Return of Pamphlet and Miscellaneous Book Work done during year January to December, 1891.

Description of Pamphlet or Book.	Total No. of Copies.	Total No. of Pages.	Printer's Tokens, <i>i. e.</i> , 250 impressions of 8 pages each.	Binder's Sections, <i>i. e.</i> , 1,000 copies of 8 pages each.
Experimental Farm and other Bulletins on Agricultural Subjects	242,450	562	2,795	700
Monthly Mortuary Statistics	12,000	96	48	12
Statistical Year Book for 1890	4,000	644	1,394	325
Description of the North-west	22,000	112	1,408	352
Other Immigration Pamphlets (<i>a.</i> French Immigration. <i>b.</i> An Irish Farmer on the N.-W. <i>c.</i> Yankee Agents)	20,000	80	220	55
Manual published for Census, 1891	6,000	72	264	66
Census Bulletins, Nos. 1 to 3	15,000	96	216	54
Rules, &c., of Patent Office	2,000	26	40	12
Customs Dept., Pamphlets (<i>a.</i> Tariff Decisions. <i>b.</i> Classification of Imports)	1,750	58	26	7
Dominion Elections Act (various orders), also List of Returning Officers	14,300	168	648	162
Budget Speech, 1891	26,000	44	472	118
Report on Loan, &c., Companies (by Finance Department)	400	176	39	10
Short Report on Insurance	2,700	108	165	41
Supply Bill (various parts)	700	78	11	3
Commercial Bulletin No. 3 and other Pamphlets for Finance Department	3,500	38	18	4
Fisheries Bulletin No. 1 and other Pamphlet matter done for Fisheries Department	1,900	120	52	13
Inland Revenue Departmental Bulletins and Circulars	14,900	228	196	50
Report of Geological Survey Department, 1888-9 (in French). Geological Report on Sudbury Mining District (minus appendix)	750	1,142	441	129
Other Geological Survey Pamphlet work	4,500	90	224	56
Miscellaneous Pamphlets done for Interior Dept. (School Lands for Sale, Mineral Productions, Mining Regulations, Description of Papaschase Reserve, &c.)	3,260	32	23	6
Rules, &c., House of Commons, 1890	6,875	144	174	44
Supplement Catalogue, Library of Parliament	300	332	86	13
	500	200	51	13
Carried forward	405,775	4,646	9,011	2,236

TABLE No. 7.—Return of Pamphlet and Miscellaneous Book Work, &c.—*Concluded.*

Description of Pamphlet or Book.	No. of Copies, <i>i. e.</i> , varying Nos. totalled.	No. of Pages, <i>i. e.</i> , varying quantities totalled.	Printer's Tokens, <i>i. e.</i> , 250 impressions of 8 pages each.	Binder's Sections, <i>i. e.</i> , 1,000 copies of 8 pages each.
Brought forward.	405,775	4,646	9,011	2,236
General Index to Journals and Sessional Papers, 1877 to 1890.	500	950	248	62
Lists of Members of Parliament and Senators—sundry orders	3,450	126	42	13
List of Sessional Papers, Indices, and miscellaneous Parliamentary Pamphlet work	20,242	122	271	80
Official Postal Guide, 1891.	11,100	760	1,804	452
Ontario Postal Distribution List.	1,000	188	96	24
Quarterly Supplements to Postal Guide, Quarterly M. O. Circulars, Schedules of Mail Trains and other Pamphlet work for Post Office Department	36,850	278	461	113
Manitoba School Case Judgment.	20	32	8	1
Exchequer Court Report, 3 numbers	3,000	406	220	55
Supreme Court Report, 6 numbers.	12,000	782	848	212
Criminal Law of Canada.	2,000	370	376	94
Election Appeals (two)	90	37	10	2
Monthly Weather Review, 11 numbers	12,100	126	110	25
List of Lights, 1891.	3,000	106	180	45
Rules for Lightkeepers.	300	48	12	2
Rules for Inspection of Steamboats.	1,500	48	36	9
Triangulation of Georgian Bay.	300	50	16	2
Other Pamphlet work done for Marine Department	6,900	66	57	14
Pamphlets for Department of Militia and Defence (Priced Vocabulary, Cavalry Regulations, Regulations Royal Military College).	1,250	90	16	5
Criminal Law of Canada, revised to 1890.	750	572	225	57
Other (small) Pamphlet work for Department Public Printing and Stationery.	150	28	4	2
Pamphlets for Public Works Department	1,400	.....	24	6
Miscellaneous Pamphlets for Department of Railways and Canals (Manchester Ship Canal, List of Subsidized Railways, Transhipment of Grain, &c.).	550	86	19	5
List of Candidates passed Civil Service Examinations	200	116	16	4
Report on Constitution of Canada (for Imperial Parliament).	1,000	16	12	3
Baie des Chaleurs Railway Co., Extract Report Inquiry (for Dept. of Secretary of State).	15,000	36	180	45
Acts of Parliament reprinted for various Departments.	12,505	952	193	44
Total	552,932	11,017	14,495	3,612

BINDERY WORK.

Tables No. 8 show the enormous quantity of work turned out by the bindery. While composition and press-work can be carried out with considerable rapidity, the operations in the bindery, such as folding, stitching, back-sewing and covering, are of such a nature—that is if good workmanship is to be effected—that they cannot be unduly hurried. Annual reports that have been waiting months for the prefatory matter in order to complete them, are hastily closed up and an urgent demand made for “JUST TWO COPIES TO TABLE.” It may not be, and from recent unreasonable demands I am of opinion that it is not as generally understood as it might be, that at least 350 copies of each report are required for the first distribution to the House, or just so soon as the report is TABLED. When three or four reports are completed at the same time, which is very often the case, the tax on the bindery in the preparation of this work can be easily imagined.

TABLE No. 8.—Statement showing the number of Books Bound during the year ending 31st December, 1891.

	January.					February.					March.				
	Calf.	Roan.	Sheep.	Skiver.	Cloth.	Calf.	Roan.	Sheep.	Skiver.	Cloth.	Calf.	Roan.	Sheep.	Skiver.	Cloth.
Agriculture	5		5,000	552		3					42			12	
Auditor General's	1			12		1	7				15	51			
Customs	8			70		50	2		1		20	77			
Finance	3	44				4	34		50		4	57		11	
Fisheries	7	6				7					2	1			
Governor General's				6	525	2	1		36	48	1	52		20	
Indian Affairs	2														
Inland Revenue	8	2	200		550	35	126		300	1	36	1		10	200
Interior	15	24		1		74	89		1		31	2		200	83
Justice	28	12		1		12	9				66			1	
Marine	2	1		1		13	7		300		7				300
N. W. Mounted Police	11	10													
Privy Council															
Public Works	14	8				3	27		24		16	15		46	
Railways and Canals	29	66		71	18	23	4		30		105	33			
Secretary of State	27					1	3		2						
House of Commons	8	2		1		8				850	11				2
Senate											1				
Library of Parliament	239					104					134				6
Militia and Defence	15	22		6		9	23				29			1,000	
Post Office	109	331	4	254	150	72	5		185		208	20	25	200	
Public Printing and Stationery	1	2	1	50		101	75				61	52		384	576
	532	530	5,205	1025	1,243	522	412		929	899	789	362	25	1,884	1167

	April.					May.					June.				
	Calf.	Roan.	Sheep.	Skiver.	Cloth.	Calf.	Roan.	Sheep.	Skiver.	Cloth.	Calf.	Roan.	Sheep.	Skiver.	Cloth.
Agriculture	3	2	1	24		20	3		17		13	1		25	
Auditor General's						2	6				5				
Customs	57			24	240	1	103				11				
Finance	31	52				2	29				9	89		16	10
Fisheries		2				1	21				2	6			
Governor General's															
Indian Affairs	6	64		18	1,853	5	1				10	2		26	2
Inland Revenue	5	1		355	50	29			223		206	106			200
Interior	6	4		250		74	28				13	34			
Justice	71					14					35	5			
Marine	3	8		1		3	23				4	8		100	2038
N. W. Mounted Police		4				1	2				1				
Privy Council															72
Public Works	29	49				15	23		200	50	8	4			
Railways and Canals	6	4		36		10			147		1	1		4	
Secretary of State	8														
House of Commons	3	1	2	15	900	3									
Senate							1								
Library of Parliament	70				400	70					59				
Militia and Defence	6	25							12			24		46	
Post Office	83	1254		587	3,071	244	157	4	21	655	62	16			1036
Public Printing and Stationery	25	50		226		8	3	750	10		138	1		288	
	412	1520	3	1536	6,514	502	400	754	630	705	577	297		505	3358

TABLE No. 8.—Statement showing the Books Bound, &c., for 1891—Continued.

	July.					August.					September.				
	Calf.	Roan.	Sheep.	Skiver.	Cloth.	Calf.	Roan.	Sheep.	Skiver.	Cloth.	Calf.	Roan.	Sheep.	Skiver.	Cloth.
Agriculture.....	55	5		20		69			29	500	7	1		12	11
Auditor General's....	2														
Customs.....	2	2		240		143	28			720	18	22		100	56
Finance.....	32	127				1	42				4	57			
Fisheries.....	1					2						41			
Governor General's....	2					1					2				
Indian Affairs.....	1				25	2						2			100
Inland Revenue.....	20	54		100				5	50	138	57	500			
Interior.....	199			72	70	38	28	50			81	5			100
Justice.....	130			6		21	1		1	36	1	1			
Marine.....	5	2				2	300	2			30				
N. W. Mounted Police	207				300							10			
Privy Council.....	1					1									
Public Works.....	2					3	26								
Railways and Canals.	16			48		1	14		12			6		11	
Secretary of State....							1								
House of Commons....	19	2		12		9				2,400	6	1			100
Senate.....															
Library of Parliament	132	18				97					50				
Militia and Defence..				60		6									
Post Office.....	43	3	4		242	118	40	650	50	1,002	96	2		102	500
Public Printing and Stationery.....				432		101			360	1,080	1				
	869	213	4	890	737	615	480	702	457	5,778	437	205	500	225	867
	October.					November.					December.				
Agriculture.....	60	3			1	9					57	5			350
Auditor General's....	2					50									
Customs.....	5	102				30					30	80		1	
Finance.....	57	82				8	20		6	2	3	51		11	
Fisheries.....	4	3				26	8			100	1	3			
Governor General's....	2														
Indian Affairs.....		1		15					15		2				
Inland Revenue.....	12	54				185	21		25	260	4			200	6
Interior.....	3					4	9			24	10				50
Justice.....	27	6		20		12					59				
Marine.....	4				150	1	2				1	1			
N. W. Mounted Police	48	5				1					1				
Privy Council.....	17	1			12	17					1				
Public Works.....	14	200				16	9				3	4			
Railways and Canals.				6					146		12	28		5	
Secretary of State....	12					1									
House of Commons....	24					525	1				207		14,450		
Senate.....	4						500				10	10			
Library of Parliament	115	12			1	26					106				
Militia and Defence..	21	10		200							2	6			12
Post Office.....	43	16	250			122	9			526	186	1,358		1	521
Public Printing and Stationery.....				150	50	5	3		51		1			2	84
	627	620	250	391	214	1038	582		243	912	696	1,541	14,450	220	1023

SUMMARY of Books bound for the Twelve Months.

Months.	Calf.	Roan.	Sheep.	Skiver.	Cloth.
January	532	530	5,205	1,025	1,243
February	522	412		929	899
March	789	362	25	1,884	1,167
April	412	1,520	3	1,536	6,514
May	502	400	754	630	705
June	577	297		505	3,356
July	869	213	4	890	737
August	615	480	702	457	5,778
September	437	205	500	225	867
October	627	620	250	391	214
November	1,038	582		243	912
December	696	1,541	14,450	220	1,023
Total.....	7,616	7,162	21,893	8,935	23,417

TABLE No. 8.—Statement showing the Number of Pads made.

	PADS OF DIFFERENT SIZES MADE.											
	Jan.	Feb.	Mar.	April.	May.	June.	July.	Aug.	Sept.	Oct.	Nov.	Dec.
Agriculture				70	116	55		12		12		25
Auditor General's			50	25	6	25				100		
Customs				50	75		100	10	20	200		30
Finance								6	504	6	10	55
Fisheries												
Governor General's												
Indian Affairs			100	106	50	112		50	200			
Inland Revenue			10	80	20	250	20					
Interior		340	96		60	105	60	355	24	20	48	96
Justice			75		72	24	100	560	62	24	135	105
Marine	1	150	200	120	42		75			54	25	55
N. W. Mounted Police		500			100		500					
Privy Council				60					12	24		
Public Works		98	50			330		410	100			
Railways and Canals					38					38	58	
Secretary of State						50						
House of Commons		20	6				100	10	10		30	
Senate												
Library of Parliament							225					
Militia and Defence				30		25						20
Post Office		757	115	1,550	575	661	25	640	150	315	296	80
Public Printing and Stationery			3,000	1,500	1,050	20	3,500	20		100	8,000	1,500
	1	1,865	3,702	3,591	2,204	1,657	4,705	2,073	1,082	893	8,601	1,966

TABLE No. 8.—Statement showing the Perforating, Numbering, &c.

	Perforating, No. of Cuts.	Numbering, No. of Impressions.	No. of Packages.	Maps No. of square feet of Mounting.
January	1,817,806	738,380	1,568	458
February	338,700	389,000	2,340	642
March	197,700	255,850	528	305
April	662,200	443,600	5,889	214
May	2,211,050	211,250	3,481	721
June	306,550	315,620	1,420	533
July	98,400	102,810	5,440	682
August	109,700	254,940	2,972	521
September	146,505	105,800	2,488	710
October	339,206	1,010,000	1,596	360
November	936,950	308,450	5,907	719
December	455,200	477,710	2,189	240
	7,619,967	4,613,410	35,818	6,105

It was found necessary to print an extra supply of the old revision of the voters' lists in order to replace those purchased or taken from stock, making 2,533 copies of 6,346 pages.

TABLE No. 9.—VOTERS' LISTS—Old Revision—Names of Counties reprinted for Stock.

No.	Names.	No. of Pages.	No. of Copies.	Tokens.
1	Addington	34	20	9
2	Albert, N.S.	17	20	5
3	Algoma, East.	50	25	13
4	do West	39	15	10
5	Antigonish	23	20	6
6	Argenteuil	27	20	7
7	do	27	10	7
8	Beauce	47	20	12
9	Brant, South	37	10	10
10	do do	8	13	2
11	Bruce, East	33	15	9
12	do North	39	10	10
13	Beauharnois	23	25	6
14	Brockville	39	15	10
15	Bothwell	50	15	13
16	do	50	10	13
17	Bruce, North	39	10	10
18	do West	33	10	9
19	Chambly	22	20	6
20	Colchester, N.S.	39	10	10
21	Cape Breton	46	25	12
22	Chicoutimi	37	10	10
23	Cornwall and Stormont	41	10	11
24	Colchester, N.S.	39	10	10
25	Cardwell	27	15	7
26	Cumberland, N.S.	56	25	14
27	Charlevoix	25	25	7
28	Carleton, Ont.	30	50	8
29	Durham, West	37	30	10
30	do East	37	10	10
31	Dundas	35	10	9
32	Essex, South	45	15	12
33	Elgin, East	61	10	16
34	do	61	10	16
	Carried forward	1,253	568	329

TABLE No. 9.—VOTERS' LISTS—Names of Counties reprinted for Stock—Continued.

No.	Names.	No. of Pages.	No. of Copies.	Tokens.
	Brought forward.....	1,253	568	329
35	Essex, North.....	54	10	14
36	do South.....	45	10	12
37	Frontenac.....	25	25	7
38	Grey, North.....	43	10	11
39	do South.....	38	15	10
40	Gloucester, N.B.....	27	10	7
41	Guysborough, N.S.....	24	10	6
42	Grey, East.....	51	10	18
43	Grenville, South.....	25	20	7
44	Guysborough, N.S.....	24	15	6
45	Grey, North.....	43	15	11
46	do South.....	38	15	10
47	Hastings, West.....	37	25	10
48	Hochelaga.....	99	20	25
49	Hamilton.....	68	15	17
50	Halifax.....	89	25	23
51	Halton.....	38	10	10
52	Hastings, East.....	32	10	8
53	Haldimand.....	32	10	8
54	Huron, West.....	39	20	9
55	Jacques Cartier.....	21	15	6
56	King's, P.E.I.....	43	20	11
57	Kingston.....	45	20	12
58	Kent, Ont.....	58	10	15
59	Kamouraska.....	28	10	7
60	King's, N.S.....	31	25	8
01	do N.B.....	38	20	10
62	Lennox.....	31	25	8
63	Lincoln and Niagara.....	42	20	11
64	L'Islet.....	20	10	5
65	L'Assomption.....	20	10	5
66	Lunenburg, N.S.....	39	15	10
67	Lambton, West.....	45	20	12
68	do East.....	46	30	12
69	Lanark, South.....	33	10	9
70	Leeds, South.....	37	10	10
71	Laprairie.....	16	15	4
72	Lincoln and Niagara.....	42	10	11
73	Leeds and Grenville.....	24	15	6
74	Lanark, North.....	28	25	7
75	Middlesex, East.....	50	10	13
76	Muskoka and Parry Sound.....	60	25	15
77	Montreal, Centre.....	57	30	15
78	do East.....	118	30	30
79	Montmorency.....	18	15	5
80	Middlesex, West.....	34	10	9
81	do North.....	34	10	9
82	do East.....	50	15	13
83	Montreal, West.....	1	4	1
84	Marquette.....	71	20	18
85	Norfolk, North.....	41	10	11
86	do South.....	34	10	9
87	New Westminster.....	31	15	8
88	Northumberland, East.....	46	20	12
89	do West.....	32	20	8
90	Northumberland, N.B.....	39	10	10
91	Ottawa, City.....	58	25	15
92	Ontario, South.....	48	25	12
93	Ottawa, County.....	79	20	20
94	Ontario, West.....	1	21	1
95	do North.....	43	30	11
96	Oxford, North.....	43	15	11
97	do South.....	40	15	10
98	Ottawa, County.....	79	10	20
99	Peel.....	26	15	7
	Carried forward.....	3,944	1,633	1,025

TABLE NO. 9.—VOTERS' LISTS—Names of Counties reprinted for Stock—*Concluded.*

No.	Names.	No. of Pages.	No. of Copies.	Tokens.
	Brought forward.....	3,944	1,633	1,025
100	Perth, North.....	63	10	16
101	do South.....	43	15	11
102	Peterborough, East.....	41	15	11
103	Prince, P.E.I.....	57	15	15
104	Prince Edward.....	37	10	10
105	Pictou, N.S.....	52	10	13
106	Prescott.....	27	15	7
107	Quebec, West.....	17	10	5
108	Queen's, P.E.I.....	63	10	16
109	Queen's, N.B.....	22	10	6
110	Queen's, N.S.....	16	25	4
111	Quebec, Centre.....	18	15	5
112	Queen's, P.E.I.....	63	25	16
113	Renfrew, South.....	29	25	8
114	Richelieu.....	32	20	8
115	Renfrew, North.....	29	20	8
116	Restigouche.....	11	10	3
117	Russell.....	46	25	12
118	Simcoe, East.....	69	25	18
119	Selkirk.....	99	10	25
120	Simcoe, North.....	45	10	12
121	do South.....	35	10	9
122	Sherbrooke.....	21	10	6
123	Shelburne, N.S.....	26	25	7
124	Soulanges.....	15	10	4
125	Stanstead.....	30	15	8
126	Sherbrooke.....	21	20	6
127	Toronto, Centre.....	40	10	10
128	Three Rivers.....	9	10	3
129	Toronto, East.....	95	10	24
130	do Centre.....	40	10	10
131	do West.....	101	20	26
132	Vaudreuil.....	23	10	6
133	Victoria, B.C.....	22	15	6
134	Vancouver.....	20	50	5
135	Victoria, South.....	43	20	11
136	do North.....	33	15	9
137	Wellington, North.....	52	35	13
138	do South.....	49	20	13
139	do North.....	52	10	13
140	do Centre.....	40	10	10
241	do South.....	49	10	13
142	Wolfe.....	20	20	5
143	Welland.....	47	10	12
144	Winnipeg.....	49	15	13
145	Waterloo, North.....	39	10	10
146	do South.....	40	10	10
147	Westmoreland.....	53	10	14
148	Waterloo, North.....	40	15	10
149	do South.....	39	15	10
150	Wentworth, North.....	27	25	7
151	York, West, O.....	91	10	23
152	York, N.B.....	38	10	10
153	York, North, O.....	46	30	12
154	do East, O.....	64	25	16
155	Yamaska.....	23	10	6
156	York, West, O.....	91	10	23
		6,346	2,533	1,647

VOTERS' LISTS—NEW REVISION OF 1891.

The printing of the supplementary lists for 1891 was executed by outside offices, with the exception of four lists: Drummond, Victoria, B.C., Vancouver, B.C., and West Elgin, which were printed here. The final revision was com-

menced on the 16th November with a staff of 40 men. Much difficulty and loss of time is again experienced with the printers' copy sent in by the revising officers, from the fact that it is not prepared in accordance with the method regulating the preparation of such copy.

STATEMENT showing when revised proofs were received from Revising Officers with the dates when the lists were finally printed and mailed; also date of receipt of manuscript copy from the Clerk of the Crown in Chancery.

Electoral Districts.	Verified proofs received from R. O.	Final Lists mailed to R. O.	MS. copy received from Clerk of the Crown in Chancery.
Argenteuil	Feb. 5, 1892.	Feb. 11, 1892.	Dec. 24, 1891.
Algoma, East	Feb. 29, 1892.	March 3, 1892.	Dec. 29, 1891.
Algoma, West	March 20, 1892.	March 23, 1892.	Dec. 29, 1891.
Annapolis	Dec. 24, 1891.	Dec. 30, 1891.	Dec. 18, 1891.
Bruce, East	Jan. 5, 1892.	Jan. 8, 1892.	Nov. 26, 1891.
Bruce, North	May 27, 1892.		Dec. 23, 1891.
Bruce, West			Dec. 12, 1891.
Begot	Jan. 18, 1892.	Jan. 20, 1892.	Dec. 11, 1891.
Beauce	March 3, 1892.	March 9, 1892.	Jan. 8, 1892.
Bellechasse	Nov. 30, 1891.	Dec. 11, 1891.	Nov. 20, 1891.
Berthier	Jan. 28, 1892.	Jan. 30, 1892.	Dec. 11, 1891.
Bonaventure	March 23, 1892.	March 29, 1892.	Jan. 8, 1892.
Brockville	March 7, 1892.	March 8, 1892.	Dec. 17, 1891.
Brome	Feb. 10, 1892.	Feb. 11, 1892.	Dec. 23, 1891.
Cape Breton	May 5, 1892.	May 7, 1892.	Jan. 30, 1892.
Carleton, N. B.	Dec. 5, 1891.	Dec. 11, 1891.	Nov. 20, 1891.
Charlevoix	Feb. 9, 1892.	Feb. 10, 1892.	Jan. 13, 1892.
Charlotte, N. B.	Feb. 10, 1892.	Feb. 11, 1892.	Dec. 9, 1891.
Chicoutimi and Saguenay			Dec. 28, 1891.
Compton	March 8, 1892.	March 10, 1892.	Jan. 8, 1892.
Cornwall and Stormont	Feb. 5, 1892.	Feb. 8, 1892.	Dec. 9, 1891.
Cumberland, N. S.	Jan. 14, 1892.	Jan. 15, 1892.	Jan. 4, 1892.
Digby, N. S.	Jan. 11, 1892.	Jan. 14, 1892.	Dec. 11, 1891.
Elgin, East	Jan. 29, 1892.	Feb. 4, 1892.	Jan. 8, 1892.
Essex, North			Dec. 9, 1891.
Frontenac			Dec. 23, 1891.
Glengarry	Dec. 4, 1891.	Dec. 14, 1891.	Nov. 20, 1891.
Gloucester	Feb. 15, 1892.	Feb. 18, 1892.	Dec. 22, 1891.
Grenville, South			Nov. 20, 1891.
Grey, South	May 30, 1892.		Dec. 21, 1891.
Guysborough, N. S.	May 18, 1892.	May 19, 1892.	Dec. 9, 1891.
Hants, N. S.			Jan. 1, 1892.
Huron, South	May 10, 1892.	May 12, 1892.	Dec. 11, 1891.
Huron, West	Feb. 3, 1892.	Feb. 4, 1892.	Jan. 13, 1892.
Halifax, City	Jan. 8, 1892.	Jan. 14, 1892.	Dec. 9, 1891.
Halton	Jan. 12, 1892.	Jan. 14, 1892.	Dec. 21, 1891.
Hastings, East	Feb. 5, 1892.	Feb. 9, 1892.	Dec. 24, 1891.
Hastings, North	March 26, 1892.	March 29, 1892.	Dec. 10, 1891.
Inverness			Dec. 17, 1891.
King's, P. E. I.	Jan. 23, 1892.	Jan. 26, 1892.	Jan. 4, 1892.
King's, N. S.	Feb. 8, 1892.	Feb. 8, 1892.	Jan. 8, 1892.
King's, N. B.	March 22, 1892.	March 24, 1892.	Jan. 8, 1892.
Kingston	Jan. 11, 1892.	Jan. 13, 1892.	Dec. 23, 1891.
Leeds, South	May 11, 1892.	May 13, 1892.	Dec. 23, 1891.
Laprairie	Dec. 9, 1891.	Dec. 15, 1891.	Nov. 24, 1891.
L'Assomption	Dec. 14, 1891.	Dec. 17, 1891.	Nov. 24, 1891.
Laval	Nov. 14, 1891.	Nov. 24, 1891.	Nov. 20, 1891.
Lenark, North	Dec. 16, 1891.	Dec. 16, 1891.	Dec. 9, 1891.
Lennox	Jan. 11, 1892.	Jan. 14, 1892.	Dec. 15, 1891.
Lincoln and Niagara	Jan. 11, 1892.	Jan. 13, 1892.	Dec. 22, 1891.
L'Islet	Dec. 17, 1891.	Dec. 23, 1891.	Nov. 20, 1891.
London	Feb. 3, 1892.	Feb. 6, 1892.	Jan. 8, 1892.
Montreal, Centre	May 16, 1892.	May 19, 1892.	Dec. 15, 1891.
Montreal, East	April 25, 1892.	April 30, 1892.	Nov. 24, 1891.
Montreal West	April 22, 1892.	April 26, 1892.	Nov. 16, 1891.
Maskinongé	Dec. 24, 1891.	Dec. 30, 1891.	Dec. 10, 1891.
Middlesex, North	Dec. 10, 1891.	Dec. 15, 1891.	Nov. 21, 1891.
Middlesex, East	Dec. 24, 1891.	Dec. 31, 1891.	Dec. 11, 1891.
Monck	Feb. 2, 1892.	Feb. 4, 1892.	Jan. 8, 1892.

VOTERS' LISTS—*Concluded.*

Electoral Districts.	Verified Proofs received from R.O.	Final Lists mailed to R.O.	MS. copy received from Clerk of the Crown in Chancery.
Montmorency	Jan. 14, 1892 ..	Jan. 15, 1892 ..	Dec. 21, 1891 .
Montcalm	Feb. 9, 1892 ..	Feb. 10, 1892 ..	Jan. 16, 1892 .
Montmagny	Feb. 26, 1892 ..	Feb. 26, 1892 ..	Dec. 9, 1891 .
Muskoka			Dec. 15, 1891 .
Napierville	Dec. 26, 1891 ..	Dec. 30, 1891 ..	Dec. 10, 1891 .
Norfolk, South	May 25, 1892 ..	May 28, 1892 ..	Dec. 4, 1891 .
Northumberland, West	Feb. 8, 1892 ..	Feb. 9, 1892 ..	Jan. 4, 1892 .
Ontario, North	April 26, 1892 ..	April 30, 1892 ..	Dec. 9, 1891 .
Ontario, South	Dec. 10, 1891 ..	Dec. 24, 1891 ..	Nov. 24, 1891 .
Ontario, West			Dec. 10, 1891 .
Ottawa, City			Dec. 29, 1891 .
Peel	Dec. 22, 1891 ..	Dec. 26, 1891 ..	Nov. 21, 1891 .
Perth, South	Feb. 5, 1892 ..	Feb. 9, 1892 ..	Jan. 14, 1892 .
Perth, North	March 4, 1892 ..	March 8, 1892 ..	Dec. 28, 1891 .
Peterborough, East	March 3, 1892 ..	March 5, 1892 ..	Dec. 9, 1891 .
Pictou, N.S.	May 21, 1892 ..	May 28, 1892 ..	Dec. 9, 1891 .
Prescott	Dec. 31, 1891 ..	Jan. 7, 1892 ..	Dec. 15, 1891 .
Prince Edward	Jan. 18, 1892 ..	Jan. 20, 1892 ..	Jan. 8, 1892 .
Prince, P.E.I.	May 27, 1892 ..		Dec. 28, 1891 .
Pontiac	Jan. 4, 1892 ..	Jan. 7, 1892 ..	Dec. 4, 1891 .
Quebec, County	Dec. 9, 1891 ..	Dec. 16, 1891 ..	Nov. 20, 1891 .
Quebec, East	May 16, 1892 ..	May 25, 1892 ..	Jan. 8, 1892 .
Quebec, West	Dec. 22, 1891 ..	Dec. 24, 1891 ..	Dec. 4, 1891 .
Queen's, N.S.	Dec. 26, 1891 ..	Dec. 31, 1891 ..	Dec. 9, 1891 .
Queen's, N. B.	Jan. 28, 1892 ..	Jan. 28, 1892 ..	Dec. 10, 1891 .
Richelieu	Dec. 22, 1891 ..	Dec. 24, 1891 ..	Nov. 20, 1891 .
Richmond, N. S.	Dec. 28, 1891 ..	Dec. 30, 1891 ..	Dec. 10, 1891 .
Rouville	Feb. 6, 1892 ..	Feb. 11, 1892 ..	Dec. 24, 1891 .
Shelburne, N.S.			Dec. 23, 1891 .
Simcoe, East	Jan. 22, 1892 ..	Jan. 29, 1892 ..	Jan. 4, 1892 .
Soulanges	Dec. 24, 1891 ..	Dec. 24, 1891 ..	Dec. 4, 1891 .
St. John, N. B.	March 14, 1892 ..	March 17, 1892 ..	Jan. 8, 1892 .
St. John, City and County	March 24, 1892 ..	March 29, 1892 ..	Jan. 8, 1892 .
Toronto, West	Jan. 4, 1892 ..	Jan. 12, 1892 ..	Dec. 31, 1891 .
Two Mountains	Feb. 1, 1892 ..	Feb. 4, 1892 ..	Dec. 9, 1891 .
Vaudreuil	Dec. 28, 1891 ..	Dec. 30, 1891 ..	Dec. 9, 1891 .
Victoria, South	Jan. 29, 1892 ..	Feb. 1, 1892 ..	Jan. 8, 1892 .
Victoria, North	Jan. 26, 1892 ..	Jan. 27, 1892 ..	Jan. 16, 1892 .
Victoria, N.S.	Dec. 26, 1891 ..	Dec. 31, 1891 ..	Nov. 26, 1891 .
Waterloo, North	May 14, 1892 ..	May 17, 1892 ..	Nov. 25, 1891 .
Waterloo, South	May 18, 1892 ..	May 20, 1892 ..	Nov. 25, 1891 .
Welland	Jan. 4, 1892 ..	Jan. 7, 1892 ..	Dec. 15, 1891 .
Wellington, North	Nov. 26, 1891 ..	Dec. 12, 1891 ..	Nov. 20, 1891 .
Wentworth, North	May 19, 1892 ..	May 21, 1892 ..	Dec. 28, 1891 .
Yarmouth	March 14, 1892 ..	March 16, 1892 ..	Feb. 16, 1892 .
York, East	March 17, 1892 ..	April 8, 1892 ..	Jan. 8, 1892 .

NOTE—The lists, where the first and second columns are not filled up, are corrected and ready to print as soon as the Revising Officer returns the proofs.

1st June, 1892.

The following are the rules as adopted by the Debates Committee:—

RULES FOR THE PRINTING OF THE DEBATES OF THE HOUSE OF COMMONS.

ENGLISH "HANSARD."

1. The chief reporter shall see that the printer's copy of the daily issue is furnished concurrently with the debates as the debate proceeds, and said copy shall be accepted as correct by the printer. All the copy for each day's publication shall be delivered to the printer within two hours after the adjournment of the House.

2. The type used in printing to be brevier, with quotations in nonpareil.

3. The printing shall be performed daily on such size of sheet as may be directed, and shall contain the speeches which have been delivered at the previous sitting of the House, and these shall be published as reported, in the language in which they are delivered. The said sheets to be delivered at the distribution office by 3 o'clock p.m., after each sitting.

4. In the event of the House sitting after 12 o'clock the daily sheets are to be delivered as expeditiously as possible after 3 p.m. the following day.

5. The type of the daily edition shall be kept standing, and the sheets of the daily issue shall be revised by an officer appointed by the House; members may send corrections to the said officer to be embodied in his revise, and the time allowed for such corrections, alterations and revision, shall not exceed three clear days.

6. After three days have elapsed the printer shall proceed to make up the forms for the bound edition, whether correction and revision has or has not taken place, and whenever a form of thirty-two columns (16 pages) is complete he shall at once print it off, provided the aforesaid three days have expired.

FRENCH "HANSARD."

7. The debates shall be translated into French from the revised English edition.

8. The French copy shall be sent to the Bureau to be set up in type in portions, as fast as it is done, without waiting for a complete form to be translated.

9. The proofs shall be sent to the translator in galleys only. He shall return them signed, within twenty-four hours after their receipt, and they shall be printed off, after correction, without further delay as soon as a form of thirty-two columns is ready.

INDEX.

10. Indexes of the English and French editions shall be prepared by the proper officers concurrently, with the issue of the revised sheets. They shall be sent to the Bureau within one month after the prorogation of Parliament.

In concluding my report I may state that the number of hands at present working in this department is three hundred and ninety-four.

Respectfully submitted.

W. McMAHON,
Superintendent of Printing.

STATIONERY OFFICE BRANCH.

OTTAWA, March, 1892.

S. E. DAWSON, Esq., L.D.,
Queen's Printer and Controller of Stationery.

SIR,—I have the honour to submit for your information a general statement of the accounts of this branch for the year ending the 30th June, 1891, which is as follows, viz. :—

To value of goods brought forward and verified 1st July, 1890.	\$ 48,528 28
Value of goods received 1st July, 1890, to 30th June, 1891.	185,089 29
Wages and packing cases charged against stock.	4,011 10
Balance profit.	2,259 94
	<hr/>
	\$ 239,888 61
	<hr/>
By goods issued to departments, inside service	23,022 16
Books of reference to do do	4,139 06
By goods issued to departments, outside service	67,697 77
Books of reference to do do	5,181 65
Queen's Printer's work account (Printing Branch)	92,994 87
	<hr/>
Total issue	\$193,035 51
Value of stock on hand 30th June, 1891, verified.	46,853 10
	<hr/>
	\$239,888 61
	<hr/>

The issue of goods shows an increase of \$16,761.93.

From the comparative statement hereunto annexed it will be seen that decreases occur in the following departments, viz. :—

Customs, outside service.	\$ 565 63
Inland Revenue Department.	455 83
Justice, St. Vincent de Paul Penitentiary.	124 00
Justice, Exchequer Court	128 52
Privy Council Office.	731 91
Public Works Department.	284 90
Post Office Department.	453 54
Secretary of State Department.	368 84
do Registrar's Branch.	193 40
Public Printing and Stationery Department.	101 72
do do outside service	452 55
Senate.	550 19
Other departments in smaller amounts.	694 42
	<hr/>
Total decrease.	\$5,105 45
	<hr/>

The same statement also shows the increases, which are as follows, viz. :—

Agriculture Department.....	\$ 151 84
do Immigration.....	450 93
do Census and Statistics.....	2,276 43
do Jamaica Exhibition.....	188 27
Finance Department.....	146 59
Inland Revenue, outside service.....	790 10
Justice, Kingston Penitentiary.....	154 35
Marine Department.....	331 57
Militia and Defence Department.....	175 52
do do outside service.....	2,744 28
Public Works, outside service.....	435 37
Railways and Canals Department.....	931 04
do outside service.....	1,141 68
do Intercolonial Railway.....	707 22
Post Office, outside service.....	1,309 37
Public Printing and Stationery, work account.....	4,343 41
Interior Department.....	1,817 82
do Dominion Lands.....	281 51
do North-west Government.....	587 11
Geological Survey.....	218 28
Indian Affairs Department.....	291 60
Auditor General's Office.....	129 76
North-west Mounted Police.....	815 40
House of Commons.....	1,018 44
Other departments in smaller amounts..	429 49
	<hr/>
Total increase	\$21,867 38
From which deduct total decrease	5,105 45
	<hr/>
Leaving a net increase of.....	\$16,761 93
	<hr/>

With reference to the increases, it will be seen that the Queen's Printer's work account alone amounts to \$4,343.41 over that of last year; that of Agriculture, Census and Statistics Branch, arises no doubt from an increased demand for stationery in connection with the taking of the census of 1891; that of Militia and Defence, outside service, to the fact that this office is now supplying the Royal Military College, Kingston, with all stationery and scientific books used by them in their examinations, which in the past were purchased by themselves.

Other departments to the ordinary increased demands of the service.

The decreases are pretty much the same as last year with a few exceptions, showing a desire on the part of some of the departments to economize in the use of stationery.

We can again point with satisfaction to the purchases from Canadian houses, which shows an unusually large increase this year, notwithstanding the fact that in last year's statement it was shown that there was then an increase of \$3,361.21 over that of the previous year. Last year the amount stood \$134,081.05, whereas this year it is \$143,426.81, an increase of \$9,345.76.

Details of all the accounts will be found in the statements hereunto annexed, viz. :—

(A.) A statement of expenditure and issue by months for the years ending 30th June, 1891, further brought down to 31st December, 1891.

(B.) A general statement of expenditure and issue of goods.

(C.) A comparative statement of the issue of goods for the financial years 1889-90 and 1890-91.

During the year demands on the office have reached 15,220, the largest number yet received by 1,512; invoices entered shows an increase of 81; 1,547 letters were

received and registered, an increase of 373, and 6,483 letters were mailed, an increase of 544; packages despatched by mail 3,967, an increase of 637, and packages and cases by rail reached 463, an increase of 219, or nearly double that of last year.

The whole respectfully submitted,

THOS. ROXBOROUGH,
Supt. of Stationery.

COMPARATIVE Statement of the Cash Receipts from outside parties for Parliamentary Publications sold during the Years 1890 and 1891.

Title.	Sales of 1890.		Sales of 1891.		Increase.	Decrease.
	\$	cts.	\$	cts.		
Statutes	1,503	73	1,211	62		292 11
Reports	41	65	34	56		7 09
Postal Guide	100	21	113	36	13 15	
Hansard	72	73	72	50		0 23
Speeches	938	60	888	81		49 79
Totals	2,656	92	2,320	85		
Increase					13 15	
Decrease						349 22
Net decrease to outside parties						13 15
						336 07

THOS. ROXBOROUGH,
Superintendent of Stationery.

COMPARATIVE Statement of Government Publications purchased by the different Departments during the Years 1890 and 1891, outside of Free Distribution.

Title.	Purchases of 1890.		Purchases of 1891.		Increase.	Decrease.
	\$	cts.	\$	cts.		
Statutes	890	26	406	46		483 80
Hansard	175	00	167	90		7 10
Reports	212	35	203	65		8 70
Net decrease to Departments	1,277	61	778	01		499 60

THOS. ROXBOROUGH,
Superintendent of Stationery.

A.—STATEMENT of Expenditure for and issue of Goods in each month of the Year ending 30th June, 1891, and for the six months ending 31st December, 1891.

	Goods Entered.		Goods issued.
	Sterling.	Currency.	
	£ s. d.	\$ cts.	\$ cts.
1890.			
July	293 15 9	15,596 80	16,545 17
August	297 9 2	13,880 66	16,242 93
September	328 15 1	12,174 60	13,871 06
October	679 10 9	11,207 18	16,032 78
November	668 16 11	11,316 20	13,340 60
December	196 18 1	20,839 00	26,016 55
1891.			
January	1,464 2 6	7,310 91	13,069 86
February	1,383 5 0	11,200 62	20,434 93
March	396 8 0	12,120 32	15,626 66
April	524 4 6	12,642 17	14,539 22
May	437 17 11	10,726 86	12,374 27
June	230 13 9	12,484 87	14,941 48
Paid in Currency		151,500 19	
do Sterling	6,901 17 5	33,589 10	
Total Expenditure		185,089 29	
Value of stock brought forward 1st July		48,528 28	
Wages and packing cases charged against stock		4,011 10	
Balance profit		2,259 94	
Total of goods issued			193,035 51
Value of stock on hand 30th June, 1891, verified			46,853 10
		239,888 61	239,888 61
1891.			
July	194 12 4	12,018 83	16,627 08
August	129 9 6	38,288 60	14,694 89
September	805 17 1	19,535 45	14,269 96
October	711 11 7	9,251 59	10,724 29
November	764 2 10	14,440 20	31,759 92
December	1,207 11 6	9,048 62	24,773 73
	3,813 4 10	102,583 29	112,849 87

Inkstands	91	1	6	237	73	109	17
Sundries, I.	16	16	0	1	80	278	13
Knives	353	5	1	49	42	136	98
Letter copying materials	14	1	0	1,758	34	72	67
Sundries, L.	123	15	3	80	78	27	40
do M.	39	19	1	1,373	49	413	84
do N.				250	11		
Pens	372	8	5	1,622	16	5,528	50
Penholders	50	2	0	231	71		
Pencils	523	19	4	760	47		
Paper weights	6	10	8	139	09		
Parchment	179	10	0			826	30
Sundries, P.	15	5	6	814	70	346	31
d R	13	15	0	76	52		
Ruling				71	31	612	43
Stamps, &c				1,144	70		
Scissors.	156	6	7	60	40		
Sundries, S.	163	10	4	1,276	30		
Sealing wax, wafers and vests	489	8	8	48	37		
School books and materials.				2,181	45		
Twine	29	11	2	5,639	76		
Sundries, T.	2	10	6	443	07		
Type-writers and ribbons	195	0	11	11	79		
Type-writers and type-writers materials				6,896	74		
Books of references, directories, diaries, &c.	413	4	6	10,019	44		
Miscellaneous	36	17	9	596	54		
Telegrams and telephones				24	39		
Freight				2,290	00		
Marine insurance	4	11	10				
Cases	140	11	3	38	21		
Shipping charges	89	14	10	153	35		
By Discount	7,795	1	7				
Net total, currency	893	4	2	154,903	46		
do sterling				3,403	27		
do expenditure	6,901	17	5	151,500	19		
To Goods brought forward, 1st July, 1890				33,559	10		
Wages and packing cases				185,089	29		
Balance profit				48,528	28		
Total				4,011	10		
				2,259	94		
Total				239,888	61		
do							
Secretary of State							
do Registrar's Branch							
do Civil Service Examiners							
do High Commissioner for Canada							
Public Printing and Stationery							
do Labour Commission							
do Work account							
Interior							
do North-west Government							
Geological Survey							
Indian Affairs							
Departments Generally							
Library of Parliament							
Auditor General							
North-west Mounted Police							
Charges of Management							
Senate							
House of Commons							
Refund, Inland Revenue Department							
Total for Outside Service							
do Inside							
Net total issued							
Stock on hand, 30th June, 1891, verified							
Total							

RETURN of the Distribution of the Statutes of Canada, being 54-55 Victoria, First Session, Seventh Parliament, 1891, volumes 1 and 2 bound separately, and volumes 1 and 2 bound together; English and French versions; bound half law sheep.

To whom sent.	Volumes 1 and 2 bound together.	
	English.	French.
<i>Parliament of Canada.</i>		
Honourable Cabinet Ministers	26	3
do Senators for Ontario	44	
do do Quebec	28	14
do do Nova Scotia	20	
do do New Brunswick	20	
do do British Columbia	6	
do do Manitoba	6	
do do Prince Edward Island	8	
do do North-west Territories	4	
Members for Ontario	274	2
do Quebec	76	107
do Nova Scotia	69	
do New Brunswick	42	2
do Prince Edward Island	18	
do British Columbia	18	
do Manitoba	14	1
do North-west Territories	12	
Total	685	129
<i>Departmental List.</i>		
Honourable Judges, Supreme Court	6	
Registrar do	1	
Judges' Chambers do	2	1
The Library do	1	1
Judge, Exchequer Court	1	
Clerk do	1	1
Law Clerk, House of Commons	1	
Deputy Law Clerk, House of Commons	1	1
Offices, Senate	6	2
do House of Commons	9	4
Clerk of the Crown in Chancery	1	1
Library of Parliament	40	10
Departments	68	17
Department of Justice, for agents	25	
Total	163	38

RETURN of the Distribution of the Statutes of Canada, 1891, &c.—Continued.

To whom sent.	Volume 1.		Volumes 1 and 2 bound together.	
	English.	French.	English.	French.
<i>Province of Ontario.</i>				
Provincial Government			12	
Library of the Legislature			5	
Honourable Judges of Ontario			16	
Registrars of Courts, Toronto			4	
County Court Judges			41	
Junior do			19	
Chancery Judges, Library			1	
Judges' Library, Osgoode Hall			2	
Osgoode Hall Library			2	
Stipendiary Magistrates			6	
Police Magistrates			82	
Sheriffs			40	
County Attorneys			2	
Clerks of the Peace			42	
Master in Ordinary, Superior Court			2	
Libraries and Colleges			17	2
City, Town and County Corporations			283	
Mayors of City Corporations			9	
Clerks of County Courts			41	
Registrars			61	
Public Library, Toronto			1	
Newspapers			370	3
Revising Barristers			10	
Municipalities	515			
Totals	515		1,068	5
<i>Province of Quebec.</i>				
Provincial Government			2	10
Library of the Legislature			2	3
Honourable Judges, Queen's Bench			6	6
do Superior Court			31	31
Judge and Clerk, Vice-Admiralty Court			2	2
Judges' Chambers			5	5
Advocates' Libraries			5	5
Le Commissaire d'Extradition			1	1
Judges and Clerks, Session of the Peace			3	3
Police Magistrates and Clerks			4	4
Stipendiary Magistrates			3	7
Recorders and Clerks			3	3
Sheriffs			3	18
Prothonotaries			7	14
Clerks of the Peace			3	3
Registrars			19	48
Universities and Colleges			11	16
Mayors of Cities			6	6
City, Town and County Corporations			19	61
Harbour Commissioners			2	
Newspapers			48	54
Clerks of Circuit Courts			16	50
Revising Barristers			12	50
Clerk of the Crown, Montreal			1	1
Le Conseil d'Hygiène, Quebec			1	1
Municipalities	175	600		
Totals	175	600	215	402

RETURN of the Distribution of the Statutes of Canada, &c., 1891—Continued.

To whom sent.	Volumes 1 and 2 bound together.	
	English.	French.
<i>Province of Nova Scotia.</i>		
Provincial Government.....	12	
Library of the Legislature.....	4	
do Nova Scotia Barristers' Society.....	4	
Judges, Supreme Court.....	8	
do County Courts.....	8	
do of Probate.....	20	
Sheriffs.....	18	
Prothonotaries.....	18	
Judges' Chambers.....	1	1
Registrar, Vice-Admiralty Court.....	1	
Clerks of County Courts.....	20	
City, Town and County Corporation.....	34	
Mayor of City Corporations.....	1	
Universities and Colleges.....	8	
Harbour Commissioner.....	1	
Newspapers.....	46	
Police Magistrate.....	1	
Revising officers.....	16	
Totals	221	1
<i>Province of New Brunswick.</i>		
Provincial Government.....	12	
Library of the Legislature.....	4	
Judges, Supreme Court.....	6	
Judges' Chambers.....	1	1
Judge and Registrar, Vice-Admiralty Court.....	2	
Judges; County Courts.....	7	
do Inferior do.....	10	
Registrars.....	15	
Sheriffs.....	14	
Clerks of County Courts.....	10	
do Circuit do.....	7	
City, Town and County Corporations.....	26	
Stipendiary Magistrates.....	4	
Newspapers.....	28	
Mayors of Cities.....	3	
Clerk of Supreme Court.....	1	
Revising Barristers.....	4	
Universities and Colleges.....	4	
Totals	158	1
<i>Province of Manitoba.</i>		
Provincial Government.....	10	
Library of the Legislature.....	4	
Judges, Queen's Bench.....	4	1
do County Courts.....	4	1
Sheriffs.....	5	
Police Magistrates.....	8	
Clerks of County Courts.....	15	
Registrars.....	4	
Prothonotary.....	1	
Judges' Library.....	1	1
City Corporation.....	1	
Universities and Colleges.....	2	1
Mayor of City.....	1	
Newspapers.....	27	1
Revising Officer.....	1	
Totals	88	5

RETURN of the Distribution of the Statutes of Canada, 1891, &c.—Continued.

To whom sent.	Volume 1.		Volumes 1 and 2 bound together.	
	English.	French.	English.	French.
<i>Province of British Columbia.</i>				
Provincial Government			8	
Library of the Legislature			4	
Honourable Judges, Supreme Court...			8	
Judges, County Courts			5	
Clerks do			12	
Judges' Chambers			1	1
Mayor of City			1	
Registrar			1	
City and Town Corporations			3	
Sheriffs			6	
The Law Society			1	
Newspapers			11	
Revising Officers			2	
Totals			63	1
<i>Province of Prince Edward Island.</i>				
Provincial Government			10	
Library of the Legislature			4	
Honourable Judges, Supreme Court			3	
Judges, County Courts			3	
Stipendiary Magistrates			3	
Prothonotaries			3	
Judges' Chambers			1	1
High Sheriffs			3	
Registrar			1	
Clerks of County Courts			3	
Mayor of City			1	
City and Town Corporations			3	
Newspapers			9	
Clerk of the Crown			1	
Law Society			1	
Totals			49	1
<i>North-west Territories.</i>				
Office of the Council			2	
Legislative Library			4	
Members of the Council			6	
Judges, Supreme Court			5	1
Registrar do			1	
Sheriffs			6	
Registrars			5	
Newspapers			16	
Clerks of Courts			5	
Totals			50	1

RETURN of the Distribution of the Statutes of Canada, 1891, bound Full Calf.

LIST No. 2.

To whom sent.	Volume 1.		Volume 2.		Volumes 1 and 2 bound together.	
	English.	French.	English.	French.	English.	French.
His Excellency the Governor General					3	
Their Honours the Lieutenant Governors					8	2
The Colonial Secretary	1		1			
The Honourable the Registrar General	1	1	1	1		
The Cabinet Ministers					23	3
The Privy Councillors					16	
The Clerk, Privy Council					1	1
Office do half calf					5	
Deputy Ministers, half calf					17	
Honourable Judges, Supreme Court					4	2
Registrar do					1	
Judges' Chambers do					1	1
The Library do					1	1
Judge, Exchequer Court					1	
Registrar do					1	1
Keeper of Records, Secretary of State and Agriculture Departments					2	2
Librarians of Parliament					2	2
Clerk of Senate					2	2
The Speaker, Senate					2	2
do House of Commons					2	2
The Clerk do					2	2
Deputy Clerk do					1	1
do Senate					1	1
The Law Clerk, Senate					1	
do House of Commons					1	
The Speaker's Secretary, House of Commons					1	
Honourable Senators, Ontario					22	
do Quebec					7	15
do Nova Scotia					10	
do New Brunswick					10	
do Prince Edward Island					3	
do British Columbia					3	
do Manitoba					3	
do North-west Territories					2	
Heads of religious bodies, Ontario					13	
do Quebec					2	8
do Nova Scotia					4	
do New Brunswick					4	
do Prince Edward Island					1	
do British Columbia					3	
do Manitoba					1	1
do North-west Territories					2	2
The Legislative Library, Ontario					1	1
do Quebec					1	1
do Nova Scotia					1	1
do New Brunswick					1	1
do Prince Edward Island					1	1
do British Columbia					1	1
do Manitoba					1	1
do North-west Territories					1	1
Totals	2	1	2	1	197	59

RETURN of the Distribution of the Statutes of Canada, 1891—*Continued.*

LIST No. 3.

To whom sent.	Volumes 1 and 2 bound together.	
	English.	French.
British Government.....	19	.....
do Museum.....	2	.....
High Commissioner, London.....	2	1
Canadian Agency, Paris.....	1	1
Foreign Offices, Europe.....	9	9
United States Secretary of State.....	1	1
do Attorney General.....	1	1
do Library of Congress.....	1	1
Prefect Propaganda, Rome.....	.....	1
Canadian College do.....	.....	1
Colonial Government.....	9	.....
Foreign Consuls General in Canada.....	2	3
British Legation, Washington.....	2	2
Totals.....	49	21

RETURN of the Distribution of the Statutes of Canada, 1891, &c.—*Concluded.*

RECAPITULATION.

	Volume 1.		Volume 2.		Volumes 1 and 2 bound together.	
	English.	French.	English.	French.	English.	French.
<i>Copies bound Half Sheep.</i>						
Parliament of Canada.....	.....	.....	.....	.....	685	129
Departmental List.....	.....	.....	.....	.....	163	38
Province of Ontario.....	515	.....	.....	.....	1,068	5
do Quebec.....	175	600	.....	.....	215	402
do Nova Scotia.....	.....	.....	.....	.....	221	1
do New Brunswick.....	.....	.....	.....	.....	158	1
do Prince Edward Island.....	.....	.....	.....	.....	49	1
do British Columbia.....	.....	.....	.....	.....	63	1
do Manitoba.....	.....	.....	.....	.....	88	5
do North-west Territories.....	.....	.....	.....	.....	50	1
Cash sales.....	4	.....	.....	.....	411	14
<i>Copies bound Full and Half Calf.</i>						
Per List No. 2.....	2	1	2	1	197	59
do 3.....	.....	.....	.....	.....	49	21
Cash sales.....	.....	.....	.....	.....	1	.....
Total distributed..	696	601	2	1	3,418	678
In stock, full calf.....	.....	.....	.....	.....	45	5
do half calf.....	.....	.....	.....	.....	8	15
do half sheep.....	304	149	98	49	529	302
Total ordered.....	1,000	750	100	50	4,000	1,000
Number printed, Volume 1, English.....	5,000	.....	.....	.....	.....	.....
do 2 do.....	4,100	.....	.....	.....	.....	.....
do 1, French.....	1,750	.....	.....	.....	.....	.....
do 2 do.....	1,050	.....	.....	.....	.....	.....

As the only criminal law passed during the last session of Parliament was one concerning the Province of Nova Scotia, the volume of the criminal laws has been sent to the justices of the peace of that province only, and 2,600 copies of the same were printed for the distribution in question.

DEPARTMENTAL REPORTS.

Title.	On hand 1st January, 1891.		Number of copies sent out.		On hand 31st December, 1891.	
	English.	French.	English.	French.	English.	French.
Department of Agriculture—						
Report of the Entomologist, 1885.	15				15	
Mortuary Statistics, 1886.	15	15			15	
do 1890.	20	20			20	20
Criminal Statistics, 1885.	14				14	
do 1889.	49	25			49	25
do 1890.	10	10			10	10
Report of the Minister, 1886.	15	15			15	15
do 1888.	50				50	
do 1889.	50	24			50	24
do 1890.	10				7	
Archives, 1886.	15	15	3		14	15
do 1887.	35		1		34	
do 1888.	50		1		49	
do 1889.	35		1		34	
do 1890.	50	24	1		49	25
Experimental Farm, 1889.	49	25			49	25
do 1890.	10	10			10	10
Emigration and Immigration, 1889.	50				50	
Statistical Abstract, 1886.	6		2		4	
do 1887.	6		2		4	
do 1888.	6		2		4	
do 1889.	8		3		5	
do 1890.	12		7		5	
Dairy Commission, 1890.	10				10	
Jamaica Exhibition, 1890.	10				10	
Auditor General—						
Report of, 1887.	20		2		18	
do 1888.	834		1		833	
do 1889.	103	249	1		102	249
do 1890.	200	50	21		179	50
Customs—						
Trade and Navigation, 1888.	94	50			94	50
do 1889.	15	48	3		12	48
do 1890.	50	25	38	1	12	24
Finance—						
Public Accounts, 1887.	9				9	
do 1888.	252	100			252	100
do 1889.	72	48	1		71	48
do 1890.	150	50	4		146	50
Loan and Building Societies, 1887.	10				10	
Johnson's Statistics, 1887.	9				9	
Insurance Report, 1889.	50		2		48	
do 1890.	10	10	2		8	10
Shareholders of Banks, 1887.	11				11	
do 1888.	72				72	
do 1889.	75				75	
do 1890.	5		5			
Fisheries—						
Special Report, 1887.	12				12	
Fisheries Protection Service, 1887.	12				12	
do 1888.	50				50	
do 1889.	50				50	
Report of the Minister, 1888.	50				50	
do 1889.	8	9	1		7	9
do 1890.	10	5	4		6	5
Herring Fishing Industry, 1890.	50	25			50	25
Geological Survey—						
Summary Report, 1890.	10	5	10			5
High Commissioner—						
Report of 1888.	50				50	
do 1889.	50	24			50	24
do 1890.	10	10	1		9	10

DEPARTMENTAL REPORTS—Continued.

Title.	On hand 1st January, 1891.		Number of Copies sent out.		On hand 31st December, 1891.	
	English.	French.	English.	French.	English.	French.
Inland Revenue—						
Report of the Minister, 1887	20				20	
do 1888	49	25			49	25
do 1889	48	24			48	24
do 1890	50	25			50	25
Adulteration of Foods, 1888	50				50	
do 1890	10	5			10	5
Indian Affairs, 1887	12				12	
do 1888	147				147	
do 1889	97	49			97	49
do 1890	50	25			50	25
Interior—						
Report of the Minister, 1875	12				12	
do 1876	12				12	
do 1877	12				12	
do 1878	12				12	
do 1879	12				12	
do 1880	12				12	
do 1882	12				12	
do 1883	12				12	
do 1884	12				12	
do 1885	12				12	
do 1886	12				12	
do 1887	12				12	
do 1888	48				48	
do 1889	99	24			99	24
do 1890	10	5			10	5
Justice—						
Report of the Minister, 1886	20				20	
do 1887	12				12	
do 1888	48				48	
do 1889	99	24			99	24
do 1890	25	10				
Marine—						
Report of the Minister, 1887	12				12	
do 1888	50				50	
do 1889	50	24			50	24
do 1890	10				10	
Steamboat Inspection, 1889	50				50	
do 1890	5				5	
Imperial Deck Load, 1890	10		6		4	
Militia and Defence—						
Field exercise, 1884	9				9	
Queen's Regulation for Army, 1885	11				11	
Report of the Minister, 1887	12				12	
do 1888	1450				1450	
do 1889	74	87			74	87
do 1890	10	5	1		9	5
North-west Mounted Police—						
Report of the Superintendent, 1888	50	25			50	25
do 1889	49				49	
do 1890	10	5			10	5
Post Office—						
Postal Map, Province of Quebec	3		1		2	
do do New Brunswick	5				5	
Postal Guide, 1890, paper covers	214				214	
do 1890, cloth covers	18				18	
do 1891 do	100		98		2	
do 1891, paper covers	200		200			
Report of the Postmaster General, 1888	24	20			24	20
do 1889	22	19			22	19
do 1890	25	20	4		21	20
Public Printing and Stationery—						
Report of the Queen's Printer, 1888	400	150			400	150
do 1889	390	149			390	149
Public Works—						
Report of the Minister, 1887	11	12			11	12
do 1888	48	25			48	25
do 1889	49	24			49	24
do 1890	50	25			50	25

DEPARTMENTAL REPORTS—*Concluded.*

Title.	On hand 1st January, 1891.		Number of copies sent out.		On hand 31st December, 1891.	
	English.	French.	English.	French.	English.	French.
Railways and Canals—						
Report of the Minister, 1887.....	14				14	
do 1888.....	149				149	
do 1889.....	147	49			147	49
do 1890.....	50	25			49	25
Railway Statistics, 1888.....	74				74	
do 1889.....	100				100	
do 1890.....	12		3		9	
Canal Statistics, 1889.....	25	25			25	25
do 1890.....	10	5			10	5
Secretary of State—						
Report of the Minister, 1887.....	56				56	
do 1888.....	57	50	2		55	50
do 1889.....	74	24	2		72	24
do 1890.....	10	5	3		7	5
Civil Service List, 1887.....	146	25			146	25
do 1888.....	109	25			109	25
do 1889.....	152		1		151	
do 1890.....	90		90			
Reports of Civil Service Examiners, 1887.....	41		6		35	
do 1888.....	65	49	6		59	49
do 1889.....	152		37		115	
do 1890.....	75	25	56	2	19	23
Hansard of House of Commons, 1889.....	85	55	3		82	55
do 1890.....	133	55	9		124	55
do 1891.....	100	50	11	1	89	49
do daily edition, 1891.....	40		29		11	
Hansard of Senate.....	20		3		17	
Labour Commission—						
Report of the Commissioners.....	4548	1905	10	2	4538	1903
Evidence for different Provinces.....	832	1163	10	2	822	1161
Social Economy.....	49	25	13	12	36	13

DISTRIBUTION of Parliamentary Companion, 1891.

To whom Distributed.	Number of Copies.
Honourable Cabinet Ministers, 2 each.....	26
do Senators, 1 each.....	77
do Members of House of Commons, 1 each.....	213
Deputy Ministers, 3 each.....	57
Library of Parliament.....	75
Governor General's Office.....	5
Clerk of the Senate.....	5
do House of Commons.....	5
The Queen's Printer.....	1
Franchise Act Office.....	1
Post Office Department.....	2
Total distribution.....	467
On hand.....	33
Total.....	500

STATEMENT of Statutes of Canada Sold and Officially Distributed during the Twelve Months ending 31st December, 1891, English and French Versions.

YEAR.	English, No. on hand 1st January, 1891.		French, No. on hand 1st January, 1891.		English, Cash Sales.		French, Cash Sales.		English, Orders of Secretary of State.		French, Orders of Secretary of State.		English, Orders in Council.		French, Orders in Council.		English, Total sent.		French, Total sent.		English, No. on hand 31st December, 1891.		French, No. on hand 31st December, 1891.	
	Sheep.	Calf.	Sheep.	Calf.	Sheep.	Calf.	Sheep.	Calf.	Sheep.	Calf.	Sheep.	Calf.	Sheep.	Calf.	Sheep.	Calf.	Sheep.	Calf.	Sheep.	Calf.	Sheep.	Calf.	Sheep.	Calf.
1867	1413		1416		1															1416		1416		
1868	1692		1659		1																1659		1690	
1869	3028	1	3028	1	1	1															3028	1	3026	1
1870	837	1	101	1	1	1															835	1	835	1
1871	2770	22	750	13	1	1															2768	22	2768	22
1872	3044		285	9	1	1															3043		3043	
1873	1857		346	7	1	1															1855		1855	
1874	1844		195	14	1	1															1843		1843	
1875	1287		185	17	1	1															1285		1285	
1875	2836	3	1104	19	1	1															2834	3	2834	3
1875	do	2	do	2																	708		708	
1876	do	1	do	1																	416		416	
1876	do	2	do	2																	631		631	
1876	do	1 and 2	do	1 and 2																	123		123	
1877	do	1	do	1																	2200		2200	
1877	do	2	do	2																	145		145	
1877	do	1 and 2	do	1 and 2																	355		354	
1878	do	1	do	1																	1603		1603	
1878	do	2	do	2																	700		700	
1878	do	2	do	2																	211		211	
1878	do	1 and 2	do	1 and 2																	34		34	
1878	do	1	do	1																	235		235	
1878	do	2	do	2																	360		360	
1879	do	1	do	1																	87		87	
1879	do	1 and 2	do	1 and 2																	437		437	
1880	do	1	do	1																	417		417	
1880	do	2	do	2																	372		372	
1880	do	1 and 2	do	1 and 2																	459		459	
1881	do	2	do	2																	227		227	
1881	do	1 and 2	do	1 and 2																	627		627	
1882	do	2	do	2																	234		234	
1882	do	2	do	2																	202		201	
1882	do	1 and 2	do	1 and 2																	627		627	
1883	do	2	do	2																	234		234	

1883	do	1 and 2	389	616	8	1	1	1	1	7	382	616	8
1884	do	1	225	259	1	1	1	1	1	1	225	259	1
1884	do	2	128		1					1	127		1
1884	do	2	350							2	350		2
1884	do	2	365	28						2	363	20	11
1885	do	1 and 2	221	412	1	1	1	1	1	2	221	412	11
1885	do	1	132	143						2	132	143	
1885	do	2	350							3	350		5
1885	do	2	152	44						1	149	43	5
1885	do	1 and 2	192	422	5	1	1	1	1	1	191	422	5
1886	do	1	140	970						7	133	970	
1886	do	2	350							1	350		
1886	do	2	133	40	3	15	1	1	1	16	117	39	3
1887	do	1 and 2	228	938						37	191	938	
1887	do	1	126							38	88		
1887	do	2	750							11	42		6
1887	do	2	53	34	6	4	2	1	1	2	77	32	6
1887	do	1 and 2	77	413						1	64		
1888	do	1	65	49						1	77	49	
1888	do	2	850							1	850		
1888	do	2	337	29	5	57	2	1	1	62	275	27	5
1889	do	1 and 2	194	650						2	192	650	
1889	do	1	98	49						2	98	49	
1889	do	2	687	42	16	71	5	1	1	76	611	37	16
1890	do	1 and 2	191	650						3	188	650	
1890	do	1	97	49						5	92	49	
1890	do	2	634							79	555		13
1890	do	2		44	15	74	20	7	2	4	206	49	13
1890	do	1 and 2								1	24		

ADVERTISING in Newspapers receiving Government Patronage, from 1st January to 31st December, 1891.

Departments.	Ontario.	Quebec.	Nova Scotia.	New Brunswick.	Manitoba.	North-West Territories.	British Columbia.	P. E. Island.	Foreign Countries.	Total.
	\$ cts.	\$ cts.	\$ cts.	\$ cts.	\$ cts.	\$ cts.	\$ cts.	\$ cts.	\$ cts.	\$ cts.
Railways and Canals.....	393 25	620 80	81 04	9 20	8 60					1,112 89
Public Works.....	1,871 77	1,433 20	772 24	376 03	300 21	246 36	293 16	33 00		5,325 96
Mounted Police.....	504 70	158 11	28 56	15 00	309 30	388 47	154 47			1,558 61
Indian Affairs.....	1,946 76	1,049 72	62 05	2 00	2,396 05	1,789 29	18 90	5 10	167 99	7,438 46
Post Office.....	1,976 36	395 81	932 86	64 20	488 25	154 78	217 15	6 15	6 90	4,211 06
Finance.....			25 90							25 90
Marine.....	86 85	84 20	75 50	37 50	3 70		8 80	10 50		307 05
Interior.....	980 04	295 19	12 75	15 60	1,251 93	1,319 32	315 15		164 80	4,374 78
Militia and Defence.....	411 39	109 28	15 58		12 30					548 55
Governor General.....	164 70									164 70
Public Printing and Stationery.....	60 00	340 00								400 00
Library.....										
Agriculture.....	12 00	6 00		6 40	7 00	16 34				47 74
Inland Revenue.....	150 95	20 73	68 04			91 74				331 46
Justice.....	222 80	186 79	70 86	61 74	74 25	10 35	69 45	0 75		697 08
Secretary of State.....		118 49		16 50				16 20		151 19
Auditor General.....										
Senate.....	35 20	94 08	27 68	40 00		39 00	11 50	39 00		286 46
House of Commons.....	42 36	142 95	21 50	40 00		28 00		29 25		304 06
Fisheries.....	15 48	25 12	80 54	5 40			94 20	2 00		222 74
	8,874 70	5,080 47	2,275 20	689 57	4,851 58	4,083 65	1,182 78	141 95	339 69	27,519 69

(17)

REPORT OF THE JOINT LIBRARIANS OF PARLIAMENT 1892.

To the Honourable the Speaker of the House of Commons.

The Joint Librarians of Parliament have the honour to present the following report for the Session of 1892 :—

The shortness of the recess has prevented any accumulation of business affecting the Library.

During the recess, some rooms in the Library basement, occupied until then by the Department of the Secretary of State, have been placed at the disposal of the Librarians. Advantage has been taken of this increased space to store away collections of Parliamentary documents. Notwithstanding this, the fact remains patent that additional shelving will have to be provided for before long. In some sections different devices had to be resorted to in order to place their contents, by doubling the rows of books, great inconvenience resulting therefrom when works are to be found at a moment's notice.

The Chief Architect is of opinion that a third gallery could be added without spoiling the appearance of the room ; and, as the ceiling of the Library requires immediate attention, the Librarians respectfully suggest that the two improvements should be made at the same time.

Every effort has been made to obtain practical information concerning the questions of Tariff and Treaties, that have been so generally discussed during the year ; and to extend the exchange list of the Library with the separate States of the American Republic and with the West Indies.

Considerable additions have been made in the various sections ; the latest works on Political Economy and Social Science, which now attract so much attention in foreign countries, will be found in this Department.

The reports of Boards of Trade and Chambers of Commerce in the United States and in Canada ; the reports of the American Bureaus of Statistics ; and the reports of Railways have been sought for, and in most cases obtained.

The reports of several of the Departments of Government have been collected and bound, apart from the Sessional Papers, and have been placed on the shelves for the convenience of Members ; and a like collection has been made of the reports of the Imperial Parliament on the Colonies, on Trade and Commerce, and Agriculture.

The Librarians have also had bound a number of copies of the reports and returns presented to Parliament by Committees and by the Government during the last Session.

The donation list shows a larger accession than usual from private persons and Foreign and Colonial Governments.

The Department of Public Works has enabled the Librarians to greatly improve the appearance of the Library in several particulars.

The Supplementary Catalogue of the Library will be distributed to Members in a few days.

Lists of Copyrights deposited in the Library, and of donations, are annexed to the present report.

All which is respectfully submitted.

A. D. DECELLES, *G.L.*
MARTIN J. GRIFFIN, *P.L.*

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 29TH APRIL, 1892.

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