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Select Committee on Civil
Service.
Report.

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REPORT

OF THE

SELECT COMMITTEE



APPOINTED TO

INQUIRE INTO THE PRESENT CONDITION

OF THE

CIVIL SERVICE.

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1877.

REPORT.

The Committee appointed to enquire into the present condition of the Civil Service, and the method of nominating and examining candidates for appointment with a view to ascertaining whether better means cannot be adopted for securing the appointment of properly qualified persons, and the general efficiency of the Service, with power to send for persons, papers and records, and to report their observations on the subject referred to them, together with the minutes of evidence taken before them, by leave to report.

Your Committee regret that, owing to the unusual delay in bringing down the return to an address of the House for statistics of the Civil Service, they have not been able to consider and report upon those statistics.

They have, however, orally examined several of the Deputy Ministers of the different departments and other gentlemen of high standing in the service of the Dominion, and the Deputy Minister of Education for the Province of Ontario. Some of these gentlemen also submitted written memoranda on the subject referred to the Committee. To all these witnesses the Committee are indebted for much valuable information given with unvarying readiness and courtesy.

Their evidence is submitted in the appendix to this report. That evidence and the finding of the Committee are to be understood as referring to a lengthened experience under different Governments.

The Committee have also considered as fully as time as would allow the system in force in the Civil Service of Great Britain and that of the Colony of Victoria, Australia, and several suggestions made by members of the Committee.

In regard to the present condition of the Service and the method of nominating and examining candidates for appointment, your Committee find as follows:

The matters referred to, and the general economy of the Service are regulated to a great extent by statute. The Act provides rules for appointments, promotions, superannuations and other details of management. It also establishes a Civil Service Board composed of permanent heads of Departments to conduct the prescribed entrance examinations.

In carrying out the provisions of the Act great irregularities are found to have existed. The entrance examinations which were intended to secure the efficiency of the employés have been only applied at all to candidates for the inside service of the Departments, and even in regard to these they appear to have been almost a matter of form. The subjects have been very elementary and the test is not nearly equal to that applied to scholars entering the high schools of Ontario, and is said by the Chairman of the Board to be intended merely to exclude those who are utterly ignorant and quite unfit for the Service. It certainly appears to be ill-calculated to do more than this and quite insufficient to ensure the real efficiency of those who pass. Such as it is, no power rests with official heads of Departments or the Civil Service Board, to compel candidates to undergo it. These are examined only when they make voluntary application or are sent to the Board by the Minister who appoints them. As a matter of fact the provisions of the law in this respect have been very generally violated ever since its establishment, compliance with them having been the exception rather than the rule.

The practice of making appointments by political patronage was considered by most of the witnesses to be bad both in principle and results. Some, however, thought it might work well enough if checked by a proper entrance examination and system of probation.

In the outside service with the exception of the Inland Revenue Department and the engineering branches the exercise of political patronage seems to be almost unchecked, and its results correspondingly bad. Except in the departments men-

tioned there is no departmental examination of nominees, and no other guarantee of their suitability in any respect than the political recommendation on which they are appointed.

This system has been found to lead to grave practical evils. In the Customs Department for example, it was testified that not only a good business education but certain special qualifications were required to enable officers to act efficiently as appraisers, a duty which is performed at all, but a few, of the largest ports by the collector himself. Some acquaintance with chemistry is often required for this duty, and at least a commercial knowledge of goods is absolutely necessary. No means are now taken to ensure the possession of either of these qualifications, and men of no experience are often placed in very responsible positions. The Deputy Minister of the Department believes that loss to the revenue often results from the inefficiency of officers so appointed.

In the engineering branches also down to a late period, the evils of political nomination have been strongly felt. Mr. Sandford Fleming, Chief Engineer of the Canada Pacific, and formerly of the Intercolonial Railway, states that serious loss to the public has resulted from the blunders of incompetent men thrust upon the service and employed on important works. That gentleman states, however, that he has lately been allowed to exercise a more careful system of selection and promotion, and that his branch of the service is now in a more efficient condition than ever before.

In regard to the class of men obtained for the inside departmental service by the present system, the testimony of the witnesses varied. The official head of one of the largest departments said that they were not up to the average of the young men who enter banks at much lower initiatory salaries and furnished little material capable of being trained for the higher positions. Most of the other witnesses declared themselves fairly well satisfied with their present staff. It was generally admitted, however, that the same amount of work could be done by a smaller number of highly efficient men.

The discipline of the Service was generally stated to be good enough as a matter of fact, though the rules for enforcing it seem rather defective. No power of inflicting any real penalty rests with the official heads of Departments, who are, nevertheless, responsible for the actual performance of the work and the discipline of their employes. Political influence has also been felt in this connection, though most generally, in the retention of men who are incompetent rather than insubordinate. It is stated that when a man is once appointed, it is almost impossible to get rid of him for any less cause than notable misconduct.

In regard to promotions, your Committee find an entire absence of any system in the outside service of the Department, except in those already mentioned, as exercising some special care in the selection of officials.

Employes remain as a rule in the positions to which they are first nominated, vacancies being filled by new appointments from outside the service, made, as usual, by political influence. Perhaps the most glaring instances of the working of this system may be found in the Customs and Post Office Departments, in which all the prizes go to outsiders, and those who enter in the lower grades have no prospect of promotion as a reward for their ability or zeal. The Committee agree with all the witnesses in condemning this practice. It is bad both from its discouraging effect on those in the Service who have earned their promotion, and from the inexperience of most of those so brought in.

In the inside service a system of promotion is practised on the basis laid down in the Act, but with frequent suspensions and violations arising from political causes.

Referring to the provisions of the Act, the Committee considers that the regulation which compels officials to spend a certain term of years in each of the lower grades, without regard to their efficiency before being promoted, and which is coupled with a rule of promotion by seniority alone, is injudicious. It keeps superior men too long at mechanical work, which could be done as well by others, and thereby tends to unfit them for higher duties. It takes away also that stimulus to exertion

which would be afforded by the hope of hastening their promotion. As the maximum of efficiency cannot hasten that event, and only glaring misconduct can retard it, there is a strong temptation to employés to be content with the minimum of exertion. Its effect in keeping men for many years on the lower salaries, insufficient for the proper support of themselves and families, is also found to be injurious to their character and self respect. The evils arising from the introduction of outsiders have also been felt in this branch of the Service.

From all these facts in regard to promotion as at present practiced, it is found to follow that the Service is not attractive to the class of active and intelligent young men who should be obtained for it, nor always able to retain such of that class as do enter. It was stated in evidence that the banks could obtain better men at initiatory salaries of from \$250 to \$300, with prospects of promotion, than the average of those who can be induced to enter the public service at \$400 a year, under the present system.

Generally speaking, political influence has been found to interfere more or less in the working of all branches of the Service, and always with bad effect.

The Committee conclude, from the foregoing considerations, that the condition of the Civil Service has not been, and is not, satisfactory; that many of the most important provisions of the law in respect thereof have been systematically violated; and that that law is, in many particulars, insufficient to secure the highest efficiency of the service. Many valuable suggestions for reforms in the Service were made by the witnesses examined, which will be found in detail in their evidence, and most of which the Committee were able to agree with. Chiefly on the basis of these suggestions, they are prepared to make the following recommendations:—

As a general principle, appointments, promotions, and the whole management of the Service should be separated as far as possible from political considerations. The Service should be looked upon merely as an organization for conducting the public business, and not as a means of rewarding personal political friends. The attempt should be made to render it a *profession* calculated to attract the best ability available, and to afford a due reward for the possession and exercise of first-class business and administrative capacity.

The Committee believe that the following reforms would tend to obtain such results:—

Recommendations for appointments should be in the hands of a Commission composed of gentlemen of highest qualifications, outside the Service.

The selection of employés should consist of two processes: Selection for trial and probation; and no appointment should be confirmed unless both of these ordeals have been satisfactorily passed through by the candidate.

The opportunity of being taken on trial should be offered freely to all applicants of the proper age, who have established their character and soundness of health to the satisfaction of the Commissioners.

All such applicants should be submitted to such an examination as would thoroughly test their possession of ordinary intelligence and education, that is, one considerably more severe than that which is at present theoretically required.

Some means of choosing the number actually required from amongst those who have thus proved their fitness for employment will be necessary. This must be done by personal selection by the Commissioners, or by competition. The former method is open to the risk of favoritism, which it is desired to avoid, and further open to objection on account of the imperfect knowledge the Board would have of the individuals before them. A selection according to standing at this or, preferably, at a subsequent and more severe examination, seems therefore the best practicable course.

The men thus chosen should not be considered as having any claim to permanent employment till they have shown their practical efficiency on actual trial. Their appointment should be conditional on their having earned a favorable report from their superiors in the Department at the end of a certain time.

In regard to competitive selection, the opinion of the witnesses differed. Only

one expressed satisfaction with the present system of nominations. Others considered a qualifying examination of nominees sufficient. Others again were of the opinion that no other means of getting rid of political influence and securing the efficiency of employees existed but that above recommended. The majority admitted that such a scheme would be a great improvement on the present system, if combined with probationary appointment. The latter provision is one which all agreed in considering necessary.

The question of promotion involves several considerations. In the first place, there is a general agreement of the witnesses that promotions to vacancies, instead of new appointments, should be the rule, subject to such exceptions as the necessities of the service may compel. Such cases should be considered as special, and the reasons for resorting to outside material should be freely stated at the time of making the appointment.

It would be advisable to grade the service in departments where the nature of the work will permit, in such a manner as to separate the mechanical from the higher duties, and to confine promotion in rank to the class of officers engaged in the performance of the latter. Employees in the lower class might be rewarded by periodical increases of salary up to a certain point, if found deserving of it.

Promotion should proceed *primâ facie* on the ground of seniority, unless a junior be reported as better qualified for the position, with full reasons for such report. There should not be any, or, if any, a very short compulsory term of service in each class. This rule should apply to both the inside and outside service.

Some of the witnesses thought it advisable to consolidate the lower grades of the inside service, in those departments where the work is reasonably similar, into one body, for purposes of promotion, allowing a man to pass from one department to a higher position in another. This would remedy the inequality in the rate of promotion between the larger and smaller departments.

In some departments, too, it might be advisable to allow promotion from the inside to the outside service, and *vice versa*. This was specially brought under the notice of the Committee by the Deputy Postmaster General. Nearly all the prizes in that department are in the outside service, and the work is so similar that the same experience would serve for both.

The question of making departmental examinations a necessary preliminary to promotion was thoroughly discussed with the witnesses.

In one Department, that of Inland Revenue, such a system was found to be to some extent in actual operation. The evidence of the Commissioner and Assistant Commissioner went to show that an employé's knowledge of Departmental duties could be very thoroughly tested by examinations, even in some cases to which they might not at first sight seem applicable. A special class of officers have been selected by this means to superintend large establishments subject to excise, their knowledge of the technical and commercial details of the business having been brought out by written examinations. In these and all other cases in that Department, the practical efficiency and general usefulness of employés have been found to be very accurately indicated by their standing at the examinations. Those again who have repeatedly failed to pass have proven themselves practically useless in actual service. It is not contended, however, by these witnesses, that such examinations should be the only qualification for promotion, but they have been found the most valuable factor in determining a man's fitness therefor.

In the Engineering branches, Mr. Sandford Fleming testified that though the technical knowledge of an officer might be fairly well tested by Departmental examinations, so much depended on other qualities, such as the capacity for managing bodies of men, that an examination would not be an infallible test of fitness for the higher positions. While agreeing with this, the Committee think that a certain degree of advancement in professional or special knowledge might fairly be demanded as a condition of promotion, at least up to a certain point.

In the other Departments the general opinion of the witnesses was against the possibility of obtaining any better test of fitness for promotion than the knowledge of

individuals gained by their superiors in the oversight of their work from day to day; while this opinion has great weight the Committee are not inclined to accept it as finally negating the feasibility of the proposal in view of the results obtained in the Inland Revenue Department, which appear to have surprised even those who have tried the experiment.

In regard to discipline, the Committee would call attention to the provisions of the Victorian Act, an abstract of which is appended, and which gives to official heads of departments the power of inflicting a limited fine for offences, in addition to that of suspending officials.

The reforms in the method of appointments submitted by the Committee, have been long in force in Great Britain, and with generally favorable results. The fact that they have continued in force under successive Governments is felt to be strong testimony in their favor. Many objections are made to the method of conducting examinations, but the principle of non-political appointment involved is fully accepted by those who are most cognizant with the working of the system.

Many other points besides those noticed, have been brought before the Committee, but have not had sufficient consideration to warrant their being included in this report.

All which is respectfully submitted.

GEORGE CASEY,
Chairman.

April 27th, 1877.

MINUTES OF EVIDENCE.

Committee met.—Mr. CASEY in the Chair.

Lieut-Colonel WILLIAM WHITE, called and examined:

By the Chairman:—

Q. What is your present position?—I am Secretary of the Post Office Department.

Q. What are your special duties?—To superintend the ordinary correspondence of the Department—under the instructions, of course, of the Deputy Postmaster-General,—to attend to the arrangement of the mail service and execution of contracts, to attend to the whole of the appointments, both of postmasters and clerks, outside and inside of the service, so far as the Department is concerned; and to assist generally in the management of the Department under the Deputy Postmaster-General.

Q. Have you any special class of employés under your own charge?—I have supervision of the Dead Letter Branch, of the distribution of stamps, of the Ocean Mail Service, and of the correspondence generally.

Q. Any special class of clerks to attend to these?—Yes; some 33 or 34 clerks, I think.

Q. Do you find that you have in your clerks the best material you could wish, speaking as a general thing?—No. I think the Civil Service would be much improved if we had some system of examination to test a man's qualification. At present, practically, there is none.

Q. Do you find any difficulty in carrying out the business of your branch, or any defects on the part of your employés?—Yes; I do.

Q. There is delay?—I cannot say it is so in the superior branches, but it is so in the minor branches. The work would undoubtedly be better done in the minor branches if the men were better qualified.

Q. In the lower branches the work is chiefly mechanical?—We have no purely mechanical work.

Q. Would all branches of your department require men of special qualifications—a special training in the department?—Not junior clerks. What we require most is some assurance that every person has at least the groundwork of a good education—that he can read and write well. Bad writing on the part of a clerk is a very serious matter. For instance, in the Dead Letter Office, if a man engaged in returning letters writes an indifferent hand it impairs the value of his services. We want men of a certain standard of intelligence. In my opinion, what is most required in my own branch is, that the men should be able to write correctly from dictation and have a fair knowledge of elementary arithmetic: it is not necessary to go beyond proportion. Suppose, for instance, that it is wanted to make out an estimate of the relative cost of a contract, if we increased the service, and to know *pro rata* what it would cost—this could not be done readily unless the clerk had a fair knowledge of elementary arithmetic. Any man in the Department should be able to do such things as this at once, otherwise the value of his services would be seriously impaired.

Q. You have spoken so far about a qualifying examination—would you also introduce the competitive system?—There are, to my mind, one or two serious objections. The first is this, unless I am very much mistaken, that it will lead to a system of cramming, as it has in England. I have known men who knew a great deal more through cramming when they were examined, than they did six months afterwards. Then it is a question whether by a system of competitive examination you would not limit the area from which you could select. Under such a system the appointments would be almost all in the hands of persons living in the cities where educational facilities are great. I don't know that that would be an advantage.

Q. With regard to cramming: It is held that the evil of cramming arises largely from the peculiar arrangement of the examinations. Lord Salisbury says in his last letter on the subject that it is a defect chiefly of detail, which he thinks could be remedied by re-arranging the examinations.

Q. Did you ever think sufficiently on the matter to say that the examinations could be so arranged as to avoid any trouble through cramming?—I have never thought much on the subject, but I have noticed that cramming has been alleged an evil ever since I can remember anything about it.

Q. Do you consider competitive examinations, no matter how arranged, must necessarily involve the evil of cramming?—More or less.

Q. Suppose it did, would it not be an improvement to have a few men a little over-crammed, instead of the class you get under our present system?—Let me illustrate by an example.

Q. Were you in the Civil Service at home?—Yes; I was in the Post Office Department for eight years.

Witness :—In the Civil Service at home we had a man who would pass through the most severe examinations, and could translate anything in Greek that might be placed before him, yet he was one of the worst clerks in the Department; he could not even compose a letter. You may get a man whose learning may be thoroughly scholastic, but yet who would have no power to adapt his information to practical purposes.

Q. Do you think that could be remedied by making appointments provisional for a fixed period, during which a man's practical qualifications could be tested?—My experience is that when once you get a man in the service it is very hard to get him out again.

Q. The rule in England in 1870, was that if a man's appointment had not been favorably reported upon at the end of a year, his appointment lapsed, as a matter of course, without any action being taken. Do you think such a rule would be sufficient here?—Yes; if you could rely upon such an order being carried out.

Q. It was established by Order in Council, and required no special action to carry it out. Do you think a year a sufficient time to test a man's capacities?—I think that six months is sufficient.

By Mr. Kirkpatrick:—

Q. Do you think the competitive system, with the trial system afterwards, would do away with the evils, or counteract the evils of the cramming system?—It might.

By the Chairman:—

Q. Do you think there would be as much difficulty under that system as under the present in getting rid of an inefficient man?—Probably not.

Q. You think where a man owed his appointment to having passed examinations, there would not be so much difficulty in getting rid of him if he did not suit?—No; there would not.

Q. Do you think the mere abolition of political influence in appointments, even if the character of the employés was not very much improved, would be an advantage in any way?—Well; I am not so clear upon that point. It might be questioned whether the system of nominations by members of Parliament, as now carried out, with the safeguards you have spoken of, would not be better.

By Mr. Kirkpatrick:—

Q. The safeguards you refer to are——?—Thoroughly practical examinations. The nominations could be made and then the examinations held.

By the Chairman:—

Q. Have you ever found that political influence in connection with the management of your Department was an evil?—

After some discussion as to the propriety of the question the witness said: I think I might say that the tendency of political influence was rather to the injury than benefit of the Service.

Q. And if the Service was carried on without regard to political influence, then the promotion would follow according to merit?—Yes; that's the way it is now in England.

Q. I come to your second objection to the competitive system, viz; that it would limit the nominations or selections to cities and other places where the people had the advantage of superior education. Suppose examinations were arranged at different places, as are the examinations for Normal and common school teachers, throughout the country; don't you think that our school teachers, for example, would have a good chance of coming into the Service?—Yes; you would spread the area for selection, of course.

Q. You think the examinations could be so arranged as to obviate that particular difficulty?—I think myself that the examinations would be far better held away from the seat of Government altogether.

Q. Could not examinations be held at different places upon uniform papers?—Yes; and the papers should be sent to some Central Board afterwards. I think the examinations should be held in as many places as possible.

Q. Common school teachers are examined in every county town, on uniform papers, throughout Ontario. Do you think that system would do?—That would probably meet the objection, and grades could be made according to the several classes; but there would be more applications than offices to fill.

Q. Would a great many persons be disappointed in not getting appointments after passing examinations?—Yes.

Q. Under the present system if a man is inefficient is it easy to get rid of him?—No; it is very difficult to get rid of a man after he has been appointed. There is no question about that.

Q. So that you find great difficulty of ridding the service of inefficient men?—Undoubtedly.

Q. Have you ever known that to lead to the appointment of additional men to do the duties of those who were inefficient, but still retained?—Not in that way; not ostensibly.

Q. You have known men appointed because of the inefficiency of others?—I could not exactly say that.

By Mr. Roscoe:—

Q. If there were twenty men, and four or five of them were inefficient, would not twenty-three or twenty-four men be required to do the work?—Undoubtedly it would take a certain per centage more, but it is difficult to say absolutely that there has been additional appointments, because of inefficiency. I think, however, you might reduce the per centage of our respective staffs.

By the Chairman:—

Q. In your department could you arrange examinations as preliminary to promotion?—I think promotion ought always to rest upon particular knowledge of the business. You could not very well go beyond that.

Q. You think promotions should be left with the heads of the Departments?—I think so.

Q. Mr. Griffin objected to it being left altogether with him, although he thought his voice should always be taken in the matter?—I think a certain attention should always be paid to the permanent head of the Department.

Q. Do you think any more power in the way of enforcing discipline should be left in the hands of the permanent or deputy head of the Department?—I don't think so. The permanent heads have power to suspend and to report. That is quite sufficient.

Q. Do you know anything about superannuation in your Department?—We have had several superannuations.

Q. Do you know of any irregularities with regard to superannuations arising from political influences, such as the delaying of superannuations or giving them too soon?—None whatever, all our superannuations have taken place from age or infirmity, ill health, &c.

Q. Do you know of any individuals now in the Department who are really unfit for the Service, and have been for some time from ill health or other causes?—Not from ill health.

Q. Then from any other cause?—Yes; still I could not say much upon that point.

Q. Is your Department particularly hard upon the health?—Yes; I think so, as respects the outside service. We have a large proportion of young men who appear to be suffering from disease of the lungs.

Q. Is there no medical examination in your Department?—Not that I am aware of; but I think it is very necessary.

By Mr. Roscoe:—

Q. To what do you attribute the disease of the lungs?—Probably to impure air, and the dust from the handling of mail bags. Constant travelling is very hard on the railway clerks.

Q. Has superannuation generally been on account of ill-health?—Almost with exception.

Q. Any from age?—No.

Q. Then really many are worn out before their time?—Yes.

Q. Have you known any who have been superannuated to be put on again?—Not in our Department.

By Mr. Church:—

Q. Are you now referring to the inside service?—No; to the whole service. We have three classes: 1st, the Inside Service at Ottawa; 2nd, the Railway Mail Service, that is the Railway Mail Clerks; and 3rd, the City Post Offices all over the Dominion. The Railway and City Post Offices Clerks are our "Outside Service." We have nothing to do with country Post Masters.

Q. They are not eligible for promotion?—No; but all the rest I speak of are eligible for promotion.

By the Chairman:—

Q. Suppose that an examination for entrance into the Service were to be established, by whom should it be conducted?—I think it had better be conducted on the same principles as the examination for teachers, and by parties outside the Service, I

think that the results of the examination should be sent in and that a record should be kept at Ottawa, and a return made to Parliament.

Q. Speaking of the Service generally as far as you know, do you think that the lower clerks in the Service could be so graded that one common examination would answer the purpose for the lower ranks of the whole Service?—Yes; I think so, that is where no special qualifications would be required.

Q. If an examination was required, only one set of papers and one Board would do for all the Departments?—I think so.

Q. Are there any other points you would like to mention arising from your experience in the Service?—I do not think of any at the moment.

Q. What are the hours of work in your Department?—In the City Post Offices they vary. I think there is scarcely any hour in the twenty four not occupied in some way or other.

Q. I mean for each employé?—The hours vary from seven to nine; nine hours for the outside and seven for the inside service.

Q. Do you find any difficulty in getting men in the Departments to attend during these full hours?—No.

Q. Is there any complaint made of their being too long?—No.

By Mr. Church:—

Q. Do you think that the system of competitive examination should be applied to all the grades of officers in your Department, outside in villages, towns, &c?—No it could not be undertaken for the small country offices. We do not consider any man in the service who does not pay to the superannuation fund.

Q. That is the conventional understanding?—Yes.

By Mr. Aylmer:—

Q. Do you not think that a system might be arranged to give to the boys in the leading schools in the country who distinguish themselves, appointments in the lower offices?—These are practical ways of getting at it.

Q. Don't you think that in this way a class of young men of the very best kind would be brought into the service?

Witness.—You mean that this would be the best way as far as common schools are concerned?

Mr. Aylmer.—Or high schools.

A. Yes; I dare say that would be a good way of selecting them.

By the Chairman:—

Q. Would you have any fear under any system of securing a too highly educated class of employés?—I don't think so; I do not think that the competition would be sufficiently great for that.

By Mr. Roscoe:—

Q. Is the Service not sufficiently attractive?—I do not think so; the professions will always attract the best men.

By the Chairman:—

Q. What means would you adopt to make the Service more attractive?—I think that if in our Department they would do as in England, and give all the large country postmasterships to employés, it would have such an effect; in England the system is very simple. All country postmasterships exceeding in annual value two hundred pounds sterling are given to men in the Service; the result is that they are constantly sending trained men to act as postmasters all over the country; the postmasters at large cities like Birmingham, Manchester and Liverpool, are all men who have had post office training in some branch or other of the Service.

Q. Is promotion made from one post office to another?—I think it is occasionally; I think it is safe to say that this is the case.

Q. In Canada, as a rule, are large postmasterships given to people outside?—Exactly.

By Mr. Church:—

Q. On whose recommendation ought those appointments be made?—In that case, I think the recommendation would have to be left to the Minister; the large

post offices could be given to some one in the service. I dare say, as a rule, they could be bestowed upon some one in the same office who had knowledge of its affairs. The position would be given to some one at headquarters here or in the office itself; it is very unlikely that there would be such a thing as a senior clerk at Toronto being made a postmaster at Halifax.

By the Chairman :—

Q. You think that promotion in large offices should be made in the offices themselves as a rule?—Yes.

By Mr. Church :—

Q. Still there would be some political responsibility?—This must rest on the head of the Department; there is no other way of arranging the matter.

Q. Would any change in the mode of promotion make the Service more attractive in your opinion?—No; I do not know that it could, we always now single out men who are fit for promotion as far as we can.

Q. Do you think that the salaries in the lower grades are sufficient at present?—I think not. I do not think that any man can live respectably with the present prices which prevail in Ottawa on \$300 or \$400 a year.

Q. At present how long must a man stay in the Service before he can reasonably expect a good living salary?—If the law was strictly carried out, it would take him at least three years before his salary would pay his expenses. I am afraid that a good many get into difficulties; in fact they do try, but they cannot do it. I think that of a number of young men who are here, a large proportion are not assisted by their friends to such an extent as to enable them to live as they ought to live. It is not to our advantage that they should be driven to the worst parts of the town. I do not think that any young man in the service can possibly live as he ought on less than \$500 a year.

Q. Of course your remarks apply to unmarried men?—Yes.

Q. And what is the case with respect to the outside service?—I could not say, prices vary so.

Q. You think that the same general remark applies to the outside service; that the salaries are not then too low?—I think that they are; I do not think that any advantage is gained by placing the salaries at the lowest possible point.

Q. Do you agree with Mr. Griffin, that if a more efficient class of men were appointed, salaries could be raised on account of the decrease in the number of employes, with the present expenditure of money?—I should not like to say that the men as a rule are inefficient, I do not think that you could find any great difference in the men. I do not think that the margin would be sufficiently large to make any material deduction; but I do think that it is a mistake to limit the salaries of young men first entering the service to \$300 a year.

Q. If the chances of promotion were made rapid, could you get along with low entrance salaries?—I do not think that it would be wise to promote young men so rapidly as that; I do not think that they could acquire sufficient knowledge of their duties to warrant it, unless they were for three or four years in the Service; my practical experience is that under this system, young fellows get into difficulties at the time they enter the Service, and that they never get out of them.

Q. Do you consider that the low salaries paid to men in positions of trust are a temptation to these men?—I cannot say that they are; we have never to my knowledge any such cases.

Q. Are there any positions in the Department where men have any chance to abuse their trusts?—I do not think that in any part of the Post Office Service, the inside service at least, anything of that kind could occur. The system is such that no means for giving way to temptations of that kind are presented. I think, however, that it rather tends to lower the standard of the men employed in the Department. That is about the effect of the system, and it is important in this way that it tends to lower their self-respect, &c.

By Mr Aylmer :—

Q. What is the limit as to age, for men entering the Department?—From eighteen to twenty-five years.

By Mr Church :—

Q. It is more than that, is it not?—That is the limit, but it is not insisted on.

By the Chairman :—

Q. Do you know that the rule as to age is broken?—Undoubtedly it is.

Q. Is it frequently broken?—The rule as to age has been very little observed; it has been frequently violated.

1. I am decidedly of opinion that the examination to test the qualification of candidates for employment in the Civil Service should, in all cases, precede employment; and that no person who has not received a certificate of qualification should be employed.

2. I would suggest that a return should be laid before Parliament at the commencement of each Session, shewing :—

1. The total number of persons who offered themselves for examination at each place where examinations had been held during the preceding year.

2. The names, arranged in the order of merit, of those who had received certificates of qualification during the year at each place.

3. The names of the Department to which successful candidates had been appointed, and the rank and salary assigned in each case.

(Signed) W. WHITE.

TUESDAY, April 17th, 1877.

Committee met.—Mr. CASEY in the Chair.

Mr. E. MIALL, jr., Assistant Commissioner of Inland Revenue, called and examined:

By the Chairman :—

Q. How long have you been in the Service?—Seven years.

Q. The Department has not been in existence much longer, has it?—It has been in existence nine or ten years.

Q. What was your previous training?—I was articled to a firm of public accountants in England, and I have been, since coming to this country, engaged in manufacturing.

By the Chairman :—

Q. Do you approve of the present mode of making appointments to the Civil Service? If not, on what grounds?—I consider it utterly indefensible. Theoretically it may not improperly be urged that the responsibility of all appointments must ultimately rest with the Executive, but I cannot see that this proposition is any excuse for the Executive failing to institute some system under which the wisdom and adaptability of their selection might, in a great measure, be guaranteed. There are, however, those who uphold and defend the present system, and who argue that Government ought to be able, confidently, to rely upon the advice and recommendations of those of the peoples' representatives who usually support them, and who share with them the credit or discredit of such nominations; but it should be borne in mind that these representatives have seldom the means of knowing what qualifications are required in order to fill creditably the positions to which they may be requested to nominate their friends; and even did they know what were required, it would often happen that they would be quite incapable of deciding whether or not those qualifications were possessed by the persons they would desire to nominate. It is to be regretted also, that these are not the greatest obstacles in the way of judicious nominations. Too often the fitness of the candidate would appear to be the last matter considered; neither do I see how it can be much otherwise until members of Parlia-

ment cease to be virtually mere delegates of local majorities, and become by a more rational method of election (such as that proposed by Mr. Hare or an approximation to it) the unanimously chosen representatives of certain quotas of the electors. In that case the influence of those small but active coteries that exist in every constituency and virtually hold the electoral wires, would wane; and members, not being driven to consult or conciliate them might, and probably would, recommend men for the public service for other and higher reasons than those which almost of necessity must actuate them under the existing political system. It is manifestly to the interest of any Government to entrench itself behind some carefully considered system, which, while relieving them from constant annoyance, would ensure the choice of the best attainable instruments to aid them in conducting the public business of the country.

Q. Do you think that a system of competitive examination would effect that object?—Without committing myself too fully to the theory of *competitive* examinations, I have no doubt at all that a non-political Board of Commissioners who should have the power of calling to their aid men versed in the various branches which go to make up a liberal education, for the purpose of drawing up examination papers and of valuing the candidates' replies, and otherwise in aiding professionally the Commissioners in the discharge of their duties, would very largely bring about the desired result. I am inclined to think, however, that if the object be to select the very best men attainable, the Commissioners would have to be entrusted with a certain amount of discretionary power. There are obviously, certain mental, moral, as also physical characteristics which any ordinary examination would entirely fail to test; such means could only test candidates as to *acquired knowledge*. In some of the higher branches of the service, other qualifications might be of greater moment than acquired knowledge. The very originality and versatility of mind on the part of a candidate possessing, for example, great powers of organization, might be a positive bar to the acquisition of that kind of knowledge in regard to which a more docile and impressionable mind would considerably surpass him; and yet this power of organization might be the very feature most to be desired. Other positions call for an intuitive knowledge of human nature; others for great decision of character; others for a semi-judicial tone of mind, capable of weighing evidence and arguments, deciding rapidly and judiciously, and reproducing the whole case in skeleton form with lucidity, for the consideration of the political chief of the department. These are all characteristics which ordinary examination would fail to test; and, in fact, can only be recognized by what a man *is* and what he has *already done*. These remarks, however, are applicable only to a very small proportion of the positions in the Civil Service, which might, in fact, be specifically excepted from the operations of the general regulations. When I hesitate to commit myself unreservedly to the principle of competitive examination, I desire it to be understood that I do not deny the efficiency of examination as a test of acquired knowledge. My experience has been that they are a very powerful and efficient aid to discriminating in this respect; but I think some latitude must be allowed to the Commissioners in determining how far acquired knowledge is to be taken as the test, or how far that is to be modified by considerations as to temperament, mental force or other features they deem to be important under special circumstances. In any case, however, it might be desirable to provide that a candidate possessing a first-class certificate should always have precedence over one having a certificate of any lower grade, whatever latitude might be allowed the Commissioners as to candidates *within* the highest class. I confess that I look with some jealousy upon the giving of this latitude to the Commissioners, lest it might be the means of re-introducing the *liaison* between the administrative and legislative functions of Government, which, unhappily, has so long existed, and which it is the design of those who are pressing for competitive examination to break through. Probably competitive examinations, in conjunction with a term of probationary service, would meet the requirements referred to; but the approval of the Department most interested ought to be positively signified in writing before that probationary appointment became permanent. The mere failure of the Department to signify its disapproval should not be sufficient.

Q. What has been the experience of your Department as regards examinations?

—The experience of the Inland Revenue Department has been emphatically favourable to really effective examinations. As a rule, all those who have obtained first-class certificates have, sooner or later, reached responsible and comparatively lucrative positions; several have become inspectors; still more have obtained collectorships; and there are not half-a-dozen who have not risen to positions commanding \$1,000 per annum. Unfortunately, others have reached similar positions from political favoritism, and those who were entitled by length of service, and by acknowledged fitness, have from time to time seen the higher posts to which they were fairly entitled, filched from them by men, whose chief recommendation may have been that of political partizanship, and to whom the duties and technicalities of the office were almost totally unknown. This practice is very disheartening to the men in our service, who are led to conclude that intelligence and zeal are unnoticed and unvalued. It is still more suicidal when it is borne in mind, that these officers are placed in positions of the utmost temptations—positions in which the slightest deflection from the straight line of duty might enable them to supplement their earnings far beyond anything to which they may expect to rise as honest men.

Q. What is the outside staff employed by your Department?—The number of officers of all grades on the outside staff of the Inland Revenue Department (Excise Branch) is about 200. Of these, about 125 have passed successful examinations; eighteen have failed to pass, and fifty-seven have not yet submitted to examination. Referring to the 125 above-mentioned, these include all who have passed the minimum, and have become entitled to be graded, whether among the first-class, second-class, or third-class; the first-class being those who have attained 1,200 points, out of a possible 1,500; the second-class, those who have attained 900; and the third-class, those who have secured 600. The experience of the Department has been, that those who have obtained first-class certificates, are indisputably good men, available for any position in the outside service, I think I may say without a single exception. With reference to the second-class, they may be regarded as men of something more than the average availability. The third-class men are very indifferent; and, as a rule can only be utilized as warehousemen, or what, in the Customs Department, would be called lockers—men engaged in superintending bonded warehouses, &c., &c. Those who have failed to pass their examinations have, in some cases, submitted to examination more than once, always with a similar result. Almost without exception they are looked upon by the Department, not from this cause alone, but as the result of actual experience, as men decidedly unfit and likely to remain unfit for the duties of the service. We find that the standing at examination generally indicates very effectually the efficiency of the candidates. I may also point out that that which at one time appeared to be an obstacle to obtaining really practical results, namely, that examinations would fail to indicate the *technical* knowledge of officers, has been considerably removed or dissipated by the result of an experiment made within the last twelve or eighteen months. A provision was made in the Estimates for 1874-75 for a sum of money to enable the Department to pay \$200 per annum beyond the ordinary salaries of first class excisemen to 20 officers, whose duty it should be especially to supervise large manufactories subject to excise. It was determined to try the experiment of testing their special knowledge and fitness for this work by examination. The papers got up for this purpose were based very largely upon the books and accounts used in connection with special manufacturing establishments, the transactions were all real transactions, and the result showed that quite as close an approximation to a correct judgment as to their capacity could be reached as had already been done in reference to examinations of a less technical nature. During the last examination of this kind which was held, 13 officers submitted themselves to examination, all of whom had passed a first-class general examination, showing that in their general information they stood nearly on a par one with the other. One of these officers, however, had but recently entered the Service, and while, with the exception of this one, all passed creditable examinations, he completely broke down; in fact, he was not able to attain any position at all.

This was owing entirely to the fact that he had not been able to attain that special knowledge which could only be attained by a considerable length of actual service and practical work in the distilleries. I mention this simply to show that papers may be "set" in such a way as to cover far more ground than is usually supposed, and that something more than mere knowledge acquired from reading, &c., may be indicated as the result of such examination. All officers, except one or two appointed at Confederation, have been appointed subject to examination; but very few, if any, having failed to pass such examination, have been discontinued on that ground alone. The service would be materially improved if the rule were adopted of dismissing all officers who failed to pass after having been twelve or eighteen months on probation, provided the rule were rigorously carried out. After passing the first examination successfully, officers are invited to submit themselves voluntarily for future examination with a view to improve their rating. They may undergo examination from time to time, the understanding being that the Department will use its best endeavour to have the salaries of those who are successful in improving their rating correspondingly advanced, and, as a rule, this has been done. The effect would, however, be more marked if the increased emolument followed increased rating as a matter of course, immediately after such rating were attained. The application necessary to enable officers to achieve a creditable position has had a marked effect upon the Service. There is little doubt that if a preliminary, untechnical examination, before a Board such as has been proposed, were a pre-requisite to even a probationary appointment, the outside staff would be relieved of a considerable weight of useless material which, in fact, never can be utilized. In the other branches of the Inland Revenue, except that of Weights and Measures, I am not aware that any examination of a technical character would be of much use, though one of a general character sufficient to cull out those obviously unqualified for the duties they would have to perform, would certainly tend considerably to lighten the responsibility of those having the conduct of the Department in their charge. With reference to the inside services at Ottawa, general intelligence, good moral character, a thorough knowledge of English and in some cases of French, good legible handwriting and quickness at figures appear to me to be the desiderata, rather than very high attainments, in any particular direction except perhaps in the case of two or three positions in each Department. The Public Works Department or Surveyor General's office, where, of course, special professional knowledge is required, must in a great measure be excepted from my remarks.

Q. There is one point I wish to refer to. It is with regard to what you have said as to the impossibility of testing actual results by examination before actual experience has been obtained. I would ask if there is no other means of testing a candidate's fitness in this respect than by actual experiment?—I do not believe there is. It is only by what he has already done that this can be determined.

Q. You believe, then that it is only by actual training in the Department that this experience can be acquired?—Yes; or by the appointment of one whose past history and acknowledged versatility of talent is such as to be a perfect guarantee of his ability.

Q. Would it not be possible to try a candidate who had passed a special examination for, say, a period of twelve months?—It would be very difficult to try a man for twelve months under such conditions. It might throw the work of the Department into confusion. It seems to me that it would be incurring a great risk.

Q. It would then be necessary to take men who had filled positions outside?—I think it would be necessary to take men who had had experience outside. I, of course, refer only to a few of the higher positions, calling for skill not ordinarily acquired in the Civil Service.

Q. Notwithstanding this, you are disposed to favor the means of testing by examination for primary appointments?—The ordinary divisions of the service would certainly be immensely benefitted by admitting no one except after examination.

Q. How do you think the present system of promotion works?—The present system is a system of haphazard; sometimes promotions are made fairly. When the

heads of Department have their own way, it is usually done fairly; but frequently the political element comes in, and promotions are made on the same principle as that on which appointments are sometimes made. I cannot say that in our Department we have had much to complain of. The superior officers of the Department have had their own way very much in the selection of men for the higher branches, as well as in promoting them.

Q. Do you think that a young man entering the Department, has a fair chance of obtaining, by application and ability, some of the prizes in the Department?—Does this question apply to the service generally, or only to our Department?—

Q. State your views as to both.—With reference to the Departments generally, I do not think that mere industry, nor even ability, will enable a young man to force his way into high positions. In spite of all he can do, men less worthy, but having political support, will rise above him. With regard to the Inland Revenue Department, the fact that so many ministers have come and gone—I think there have been five or six, since I entered the Service, seven years ago, has left the Department frequently without a political head. At such times, the Deputy-head, a man who took an active interest in the work of the Department, has, under the acting minister, had tolerably full sway; and he has at those times, made recommendations favorable to those employés who have been efficient; but who, up to that time, had been left unpromoted. Another thing which has assisted the Service in the Inland Revenue Department, has been the knowledge that the duties of its officers are of a somewhat technical nature, requiring a fair amount of ability; and that the appointment of inferior men would work great injury to the public—would, in fact, tend to a loss of revenue.

By Mr. Roscoe:—

Q. I understand you to say that the higher grades in the service could not be filled up from the inferior officers?—There would be times when the men could be promoted without taking them from outside; but this could not always be done. The duties of certain positions require special training which cannot always be given in the Department. For instance, take the Accountant of our Department—he must be a trained Accountant. There are so many complicated returns which cover so much ground that a man who was not a thorough Accountant could not keep the books at all—in fact, he would have no chance at all.

Q. Could not this knowledge be obtained in the Department?—No; I do not believe there is any position in the Department where a man could learn accounts thoroughly.

Q. Such positions may, I suppose, be called those of the staff of the Department?—Yes; I mean positions requiring special qualifications; qualifications that can only be acquired outside. An Accountant possessing a thorough practical knowledge of his profession cannot be made in the Department; a mere book-keeper may.

By the Chairman:—

Q. How should appointments from the outside be made?—As a preliminary to such appointments from the outside there should be a statement in writing from the head of the Department that the requisite qualifications cannot be found in the Department, such statement to be gazetted. In some cases those officers who are filling positions requiring special qualifications, should have assistants fitted to take their places. As a rule a thorough knowledge of accounts cannot be had without going outside the Department. I think, however, it would be well to avoid making any cast-iron rule on the subject which would have to be broken.

(Signed)

E. MIALL, JUN.

WEDNESDAY, 28th March, 1877.

Committee met.—Mr. CASEY in the Chair.

Mr. MEREDITH called and examined :

By the Chairman :—

Q. Are you Chairman of the Civil Service Board?—Yes.

Q. When was that Board established, and how?—In 1857, by statute.

Q. Will you state generally what are its functions?—The duties of the Board are set forth in detail in the 25th Section of "The Canada Civil Service Act, 1868." One of the most important duties is that connected with the examination of candidates for admission into the Civil Service.

In response to several questions, Mr. Meredith then made the following statement :—

Under the Act of 1857 we were authorized to examine all who presented themselves. Consequently many came up who, after passing, felt that they had claims, and were disappointed by not getting employment. Under the Act of 1868 we only examine those who have received nominations. We are notified by the candidate of his appointment, and proceed to examine him. Sometime the notification comes from the Minister. As a matter of fact the appointment is sometimes made by Order in Council before examination, though often subject to passing the examination. This is indeed the general course. In the majority of cases we don't examine till after appointment, and in many cases there is no examination. I don't remember any case of a man appointed by Order in Council before examination who failed to pass. Candidates would be allowed to try a second time, if they failed on the first trial. I am sure the majority of nominees do not come before us. Only 72 have been examined by us since Act of 1868. Those rejected do not bear a large proportion to those who pass. Two or three were rejected and tried over again, and only one was finally rejected. We do not make a classification according to merit, there is not much room for it. Under the old Act we had optional subjects which allowed us to some extent to show the proficiency of candidates. There was no rule giving an advantage to those who stood highest. The examinations have been always exclusively written. The time allowed varies. (See papers.)

Examinations are always held at the Seat of Government. Under the old Act it was held monthly, now it is held when required, that is when application is made. We would hold an examination for one applicant. The last examination held was in February, 1876, there was only one that year, and none in 1875. In 1874 there appears from our books to have been 15; in 1873, 10; in 1872, 14; in 1871, 13; in 1870, 16; in 1869, 3. No general heads of subjects are prescribed by the Act, but they are settled by the regulations of the Board, and confirmed by Order in Council. The examination is only useful in excluding those who are utterly ignorant and entirely unfit for the Service. It is not at all comparable to primary examinations in England, and is no adequate test of the qualification of the candidate. Any boy of 13 should be able to pass it. It is not nearly as severe as the entrance examinations of High Schools. We do not necessarily receive notice of any appointment. Any number of appointments might be made without our knowledge. We have no power to compel nominees to be examined. We have often represented to the Government that the law has not been complied with in regard to examinations. Appointment before examination is a violation of the Act. The Act applies in terms to both inside and outside Service, but the organization for the examination of the outside service as provided by section 2 of this Act, has never been carried out. Answers to questions at examinations are kept and will be produced. Nominees to a grade higher than the lowest should also come before us, according to the Act. We have but very rarely been called upon to examine men appointed to the higher ranks for special qualifications. The only subjects on which we have examined such nominees are shorthand writing and higher arithmetic, and, I think, book-keeping, occasionally. In my opinion, it would decidedly improve the efficiency of the Service to have a more severe preliminary and compulsory examination before appointment. I think the standing at these

examinations should be taken into account in making appointments. Practically, now, any person scraping through at all is in as good a position as any other, no matter how good. Competitive examinations should no doubt be a good test of ability, though perhaps not a satisfactory test of other qualifications, such as industry, application, punctuality, character, health, etc. There is no means of testing these under the present system. There can be no means of testing these except by probationary appointment. Both systems fail to reach these personal qualifications, but the competitive system is a better test of ability. I think a competitive system combined with probationary appointments would be decidedly very much preferable to the present system. The examination would determine one factor; the rest would be decided by experience.

I think the existing law, even if literally carried out, would not be sufficient to secure the acceptable efficiency of the service. There is no examination for promotion. I think a man's superior officer should know him so well as not to need an examination. Promotion is made on the recommendation of responsible Ministers, confirmed by Order in Council. I think the permanent head is generally consulted. When a vacancy to which a promotion might take place is filled from outside the Service the Deputy Head is powerless. I have known this to occur occasionally. I can say of my own Department that it is not overcrowded; I cannot speak from personal knowledge of the others. Overcrowding would lessen the rapidity of promotion and be otherwise injurious to the Service. I think it should be very rarely necessary in ordinary Departmental work to call in an outsider for special qualifications; the bringing in of such men, when there is no necessity for an expert, discourages those in the Service, and lowers its efficiency and *morale*. I think this practice should only be resorted to when absolutely necessary, *i. e.*, in the case of a shorthand writer. As Head of a Department, I should prefer to promote my own employes rather than take in outsiders. I speak from long experience. I have been for 30 years the Deputy Head of a department. I should exercise selection and decidedly not promote by seniority alone. Promotion should go by seniority where efficiency, in the opinion of the Head of the Department, is equal. Nothing could absolutely prevent favouritism and jealousy. Cases constantly occur where promotions over the heads of other men have caused general dissatisfaction. Promotion in a department should be quite aside from political considerations, and the Departmental head should be consulted. In my Department I could not arrange an examination as a preliminary to promotion. I know my men thoroughly without this, and the chiefs of the various branches should have the same knowledge of the men under their immediate charge. In Departments where technical duties are discharged such examination might be probably advantageous.

Practically, the gentlemen employed in my Department undergo a continuous individual examination day by day, in the ordinary course of their duties. It is practically a competitive examination. I have not, however, the power of promoting those I consider most efficient. I should not like to leave the responsibility of making promotions altogether to the permanent head, though I think he ought to be able to advise on the subject better than anyone else:

It may be occasionally advisable to introduce a Deputy Head from outside. It would be best as a general thing to train them up in the Department.

The separation of appointments from political considerations is advisable.

Apart from technical and scientific branches, work in the lower grades is, I think, sufficiently similar in the different Departments to be done by men of the same qualifications.

In my Department I have many men employed in copying, &c.; others in work requiring special thought and intelligence.

I have come to the conclusion long ago that a change of system, such as I have already indicated, is necessary to the efficiency of the service. This is not so much from experience in my own Department, as from knowledge of what is going on in the service generally.

In compliance with the request of the Committee of the House of Commons on the Civil Service, I respectfully submit the accompanying statement in connection with the evidence given by me before the Committee on the 28th ultimo.

The Civil Service Board was first established under the authority of the Act 20 Victoria, chapter 24, and has been continued under the 31 Victoria, chapter 34, commonly called the Canadian Civil Service Act of 1868.

The Civil Service Board is composed of the Deputy Heads of the several Executive Departments at the Seat of Government, who annually elect their chairman, I have held the office of chairman continuously since the passing of the last cited Act, and have taken an active part in the Civil Service examinations under both Acts.

The general duties of the Board are defined in the 25th section of the Act, so far as the examination of candidates for employment in the Civil Service is concerned, its duties are :—

1. To frame the regulations to be observed by such candidates subject to the approval of His Excellency in Council.

2. To examine all candidates who present themselves upon a nomination for office.

3. To keep a record of the candidates for examination, showing the name, age, place of birth and residence of each candidate, by whom nominated, and the results of examination, and

4. To grant certificates of qualification to candidates who have passed a satisfactory examination, and otherwise complied with the provisions of the Act.

Under the former Act, *i.e.*, the 20th Victoria, chapter 24, the Board was authorized to examine *all* candidates who presented themselves; whereas under the Act now in force, *i.e.*, the 31st Victoria, chapter 34, those candidates only are examined who have *obtained a nomination for office*.

A copy of the regulations of the Board, approved by His Excellency in Council, is submitted herewith; and the book containing the official record of the results of examinations has been laid before the Committee.

The number of candidates examined under the Act 20th Victoria, chapter 24, is , and the number rejected,

The number of candidates examined under the 31st Victoria, chapter 34, is , and the number rejected,

The Board has no authority to compel candidates to present themselves for examination before it.

Candidates are examined either at the request of the Head of the Department nominating them, or on the application of the candidates themselves. The Act requires that candidates should be examined before their appointment. As a matter of fact, however, the appointments generally precede the examination, and during the last few years but a small number of those appointed to office have been examined.

The subjects for examination are not prescribed by the Act, but are settled by the regulations of the Board, confirmed by Order in Council. The examination is very elementary, and is not at all as severe as the entrance examination to High Schools in Canada.

Any intelligent boy of thirteen should be able to pass the examination successfully.

The examinations are conducted principally by means of printed papers containing the questions for examination. A passage from an English or French writer is also read out to the candidates, to test their power of writing from dictation.

No attempt is made to classify the candidates who pass; indeed the examination is so elementary as hardly to admit of it.

Under the original Act there were several "optional" subjects, in which candidates might be examined, if they desired it.

The following were the optional subjects :—1. Grammar; 2. Translating French into English and English into French; 3. Arithmetic as far as decimal fractions; 4. Book keeping; 5. Elementary Geography; 6. Making abstracts of documents; 7. Shorthand writing.

The marks obtained by those who passed in several of the "optional" subjects afforded some test of the general attainments of the candidates.

It was not found, however, that the character of the examination passed affected the candidates chances of appointment; a man who had barely scraped through the examination being as likely to be appointed as one who had passed a very creditable examination.

The only useful end which the present examination serves, in my opinion, is that of excluding from the Service those who are utterly ignorant and incompetent.

The present Civil Service Act applies in terms to both the Outside and Inside Service, but as regards the Outside Service its provisions have never been carried out.

The Act also provides that persons whom it is proposed to appoint on the ground of *special attainments* may be subjected to a special examination in that respect.

Very few persons have been examined under this provision of the Act, and the only subjects on which such special examination has been held are: 1. Shorthand writing; 2. Higher Arithmetic; 3. Book-keeping.

In my evidence I have stated my views on the subject of examinations for promotion. Such examinations in most Departments would, it seems to me, be utterly useless. The Deputy Head of a Department and the heads of branches should, without any special examination, know thoroughly whether the men under them are or are not eligible for promotion. In the ordinary transaction of the business of the Department, the efficiency and ability of every man is being tested in the best possible way. He is in fact undergoing a daily examination of the most practical kind.

I have also stated that I think the frequent introduction of men from outside to fill vacancies in the higher grades of the Service is a grievous evil, injurious to the public interest, and fatal to the *morale* of the Service.

The prizes, such as they are, in the Service, should, I think, be reserved for those who having made the Service their profession, have regularly served their apprenticeship in it, and performed their work faithfully and well. Persons from outside should only be brought into the Service on those rare occasions, where very special attainments are required, or when professional or technical knowledge is necessary, and when there is not any available person in the Service possessing such attainments or such professional or technical knowledge.

In conclusion, I would respectfully submit the following suggestions with a view to increasing the efficiency and economy of the Public Service.

1. No person should be appointed either to the inside or outside service who had not passed an examination, showing that he was possessed of, at least, a fair English education.

2. The examination should be conducted by a Board of Examiners, composed generally of persons unconnected with the Service. One member of the Civil Service Board being, however, associated with them for the purpose of consultation.

3. The Board should hold its sittings at the Seat of Government, but examinations might be held at other places by means of sealed printed papers sent to persons appointed by the Board to superintend the examinations in accordance with its regulations.

4. Appointments should be made irrespective of political considerations; those being selected who had passed a creditable examination, and who, so far as could be ascertained, appeared to be *in other respects* best qualified for the service.

5. All appointments to the junior grades, at least, should be *strictly probationary* for the first year or six months, and should then only be made permanent by Order of Council passed on the recommendation of the head of the Department or his deputy.

6. Certain classes of persons might possibly be exempted from examination, *i.e.*, University graduates, professional men, or members of the English Civil Service, who have passed the Civil Service examination in that country.

7. Promotions should be made on the recommendation of the Head of the

Department, who should consult in the matter with the Deputy Heads and the Head of the particular branch (should there be such) in which the promotion was to be made.

8. Promotion should be made solely on the grounds of merit and seniority.

9. Vacancies in the higher ranks of the Service should, if possible, be filled by promoting men already in the service. Persons from outside should be brought into the Service in those rare cases only where professional or scientific attainments are required, and where there is no person available either in the Department itself or in any other Department of the Service, possessing the necessary qualifications.

10. All unnecessary offices should be rigorously abolished and the staff of every Department reduced to the *minimum* required for the efficient discharge of business.

11. Assuming that those employed in the Service are fully engaged in their official labours, their remuneration, especially in the higher grades, should be more liberal than at present.

Respectfully submitted,

(Signed) E. A. MEREDITH,

Chairman of the Civil Service Board.

REGULATIONS FOR THE GUIDANCE OF CANDIDATES FOR ADMISSION INTO THE CIVIL SERVICE OF CANADA.

Framed under the provisions of the 31st Vic., cap. 34.

1. Every candidate for admission into the Civil Service of Canada must make application in his own handwriting to the Civil Service Board, setting forth in such application his age, place of birth, place of residence, the length of time he has been in Canada, and the nature of his previous occupation, and stating also at which of the places, hereinafter mentioned for the purpose, he desires to be examined. Candidates who have previously been employed in the Public, or any other service, must state in their application the nature and particulars of such service, and why, and when they left it; and the Board, before admitting such candidates to examination, shall enquire into such particulars, and cause to be endorsed on the candidate's application any information thus obtained as to his qualification which may appear to them material.

2. Such application must be accompanied by the nomination in writing of some Head of a Department in favour of the candidate, together with such certificates as to the age, health and moral character of the candidate as hereinafter prescribed—subject to any alterations that may be hereafter made therein by the Civil Service Board.

3. The certificate of age should contain the best evidence of the date of the candidate's birth which he can conveniently supply.

4. The certificate of health must be in the subjoined form A, and must be signed by a duly licensed medical practitioner, and bear date within one month of the date of the application.

5. Every candidate must transmit with his application two certificates in the subjoined form B. The parties signing such certificates must be Justices of the Peace or householders.

6. No candidate shall be admitted to examination unless he shall have lodged with the Board at Ottawa, at least twenty days before the day of examination, his written application accompanied by the nomination and certificates hereinbefore prescribed; nor unless such certificates shall have been approved by the Board.

7. The certificates of candidates shall be examined by the Examining Committee hereafter appointed, and they shall forthwith notify each candidate whether his certificates have or have not been approved, and when the examination will be held.

Examinations.

8. A Committee of five Deputy Heads shall be appointed annually who shall, from time to time, prepare the necessary examination papers, and conduct the examination at Ottawa. Such Committee to be called the Examining Committee. But nothing herein shall prevent any other member of the Board from being present at examinations. The examinations at all other places shall be conducted by the Local Examiners hereinafter mentioned.

9. The examination shall be held as soon as practicable after the nomination of the candidate and the approval of his certificates, &c.

10. The examinations shall in all cases commence at eleven o'clock a.m., and be continued, with such adjournment as may be necessary, until the examination is completed.

11. The Board shall appoint at Toronto, Kingston, Montreal, Quebec, Halifax and St. John, local examiners who, under the instructions of the Board, shall conduct the examinations to be held at those places respectively.

12. The examinations at Toronto, Kingston, Montreal and Quebec shall be held on any day named by the Board for the purpose.

13. The chairman of the Examining Committee shall cause to be kept a record of the candidates for examination, showing the name, age, place of birth and residence of each candidate, by what head of a department nominated, and the time, place and result of his examination.

Compulsory Subjects.

14. All candidates shall be examined in the following subjects:—

1. Penmanship.
2. Spelling.
3. Arithmetic—as far as vulgar fractions.
4. Writing from dictation.

Optional Subjects.

15. A candidate may be examined, should he so desire, in any one or more of the undermentioned subjects:—

1. Grammar.
2. Translating French into English and English into French.
3. Arithmetic as far as decimal fractions.
4. Book-keeping.
5. Elementary geography.
6. Making abstracts of documents.
7. Shorthand writing.

16. Any one or more of the optional subjects mentioned in the preceding rule may, by order in writing of the Head of any Department, communicated to the Board, be made compulsory for candidates for that department.

17. The examinations shall be conducted by means of printed papers; but the examiners shall not be precluded from putting *viva voce* questions to any candidate for the purpose of ascertaining his competence to pass in any subject.

18. When the Board, by resolution, orders that an examination shall be held at any of the places named herein for such purpose other than Ottawa, the Board shall forthwith notify the Local Examiners at that place of the fact, and shall at the same time transmit to them the necessary examination papers, with a list of the candidates to be examined.

19. The Local Examiners shall see that the examinations are conducted strictly in accordance with the regulations of the Board, and with any instructions they may receive. One Local Examiner at least shall be present during the whole time of the examination.

20. After the close of every examination, the Examining Committee shall report to the Board the result of such examination, and shall at the same time submit the application and certificates of the candidates, and the Board shall determine as to the candidates to whom certificates of qualification shall be granted, and shall forthwith notify such candidate of the result of his examination, and shall also notify each Head of a Department of the result of the examination of any candidate or candidates by him nominated.

Certificates.

21. The certificates of qualification shall be in the following form, and shall be signed by the Chairman of the Board for the time being, and countersigned by the Secretary:—

“The Civil Service Board, established under the provisions of the ‘Civil Service Act of 1868,’ hereby certify that on the _____ day of _____ at the city of _____ Mr. _____ was duly examined by the Board, and that his examination as to fitness and capacity for employment as _____ and his testimonials as to moral character were found satisfactory.”

Should the candidate present himself for examination in any of the optional subjects and be found “proficient” or “highly proficient” in any one or more of them, the fact shall be noted on the certificate in the following terms:—

“Mr. _____ was also examined, at his own request, in the following subjects, viz.: _____ and was found _____”

Marks.

22. To regulate the decisions of the Board upon the granting of certificates to candidates, each of the compulsory subjects shall be valued at 100, and the examiners shall report the numerical value of the answers of each candidate. No certificate shall be granted to any candidate who has not obtained an average of 60 marks in the compulsory subjects, or who has obtained less than 30 marks in any one of the said subjects.

Provided, however, that in cases of candidates for the situation of Messenger or other inferior employment, the Board may, though the prescribed number of marks has not been obtained, grant a special certificate of the candidate’s sufficiency for such situation or employment.

23. Each of the optional subjects shall be valued at 100, and the examiners shall decide the numerical value of the answers of each candidate.

24. Any candidate who shall obtain 80 marks or upwards in any of the optional subjects, shall be deemed “*highly proficient*” therein. If he shall obtain 60 marks, but less than 80, he shall be deemed “*proficient*.” No candidate obtaining less than 60 marks, for any optional subject, shall receive a special certificate for such subject.

25. When any optional subject is made compulsory for a Department, the Head of that Department shall prescribe the minimum number of marks which shall entitle the candidate to pass in such branch.

26. When any Department has organized, or shall hereafter organize, a special examination, under the supervision of the Department, for candidates for appointment in the outside service of such Department, the Board may, by resolution, order that such special examination, subject to such rules as they may prescribe, shall be held to be an examination by the Board for the purposes of “the Civil Service Act.” Provided, always, that candidates for such outside service must in all respects comply with the preceding rules and regulations so far as relates to their applications for admission into the Civil Service, and to all matters other than the examination.

(A.)

" I hereby certify that I have this day personally examined Mr.
 " and that I believe him to be free from any physical defect, or disease, or mental
 " ailment, which should disqualify him from admission into the Public Service."

(Signature.)

(Address.)

(Date.)

(B.)

STATEMENT respecting (give name of Candidate in full) a Candidate for employ-
 ment in the Civil Service of Canada.

| QUESTIONS. | ANSWERS. |
|--|----------|
| 1. Are you related to the Candidate, if so, what is the relationship? | |
| 2. Are you well acquainted with the Candidate? | |
| 3. From what circumstances does your knowledge of him arise? | |
| 4. How long have you known him? | |
| . Is he strictly honest, intelligent and diligent? | |
| 6. Is he of strictly temperate habits? | |
| 7. What do you know of his education and acquirements? | |
| 8. So far as you can judge, is his character in all respects such as to qualify him for Public Employment? | |
| Signature,..... | |
| Address,..... | |
| Date,..... | |

I certify that the answers above written and the Signature thereto affixed, are in the proper handwriting of _____, and that the said _____ is a householder, and is a person worthy of credit.

(The above certificate to be signed by a Justice of the Peace, unless the Referee be himself a Justice of the Peace, in which case the certificate is not required.)

THURSDAY, 29th March, 1877.

Committee met :—Mr. CASEY in the Chair.

Mr. W. H. GRIFFIN, Deputy Head of Post Office Department, called and examined :

I have been virtually in my present position under different names for 43 years. I think the inside employés in my Department number 87. The limits of age prescribed by the Civil Service Act are 18 to 25. Special reasons must be given for appointments of persons between 25 and 40. If over 40 these reasons must be submitted to Parliament. It has always been a moot point how far these and other regulations of the Act apply to the outside Service. These regulations as to age have been generally observed in my Department in both the inside and outside service. Not one per cent. of nominations have violated this rule. Certificates of character, age, health, &c., are required from such candidates as come before the Civil Service Board. When they do not do so there is official enquiry into these points. I have no power to compel the examination of any employé sent to me, and I do not know officially whether he has been examined or not. There is no departmental examination in my Department.

The Act of 1857 was intended to introduce the competitive system to some extent, by providing open qualifying examinations, of the result of which an official record was kept, showing marks obtained by candidates; no one was to be appointed except from this list. The Act became imperative in this respect from the facility of examining and passing any one whom it was intended to nominate at the time of appointment. A provision that the examination should have been passed, say three months before appointment would have assisted in carrying out the intentions of the Act. The Act did not provide for appointment in order of merit; some weight should have been given to standing at these examinations in making appointments.

Promotion.

There are no examinations for promotion in my Department. My clerks are divided into four classes. The duties of the three junior classes cannot be discriminated with any accuracy from the nature of their work. They are therefore promoted from class to class by seniority after the expiration of the time fixed by the Act for service in each class. Conduct is of course, considered in making promotions. Bad conduct may keep a man back but good conduct cannot hasten his promotion before the fixed time. Industry and application can have no direct effect in hastening promotion. Promotion is always made after consultation with me; my recommendations are generally, though not always, taken; but I remember no case of a man being promoted contrary to my recommendation. My recommendation is based on seniority. I have no power to promote of myself. This refers to the three junior classes. A man cannot become a first class clerk by mere length of service or until a vacancy occurs, or a new clerkship of that grade is created. Promotions to these places are made generally in order of seniority, though a choice is permitted throughout the Department down to the most junior clerk.

Above the clerks come the Departmental officers. They are two classes :—

1ST CLASS :

Accountant;
Secretary;
Superintendent of Money Order Branch.

2ND CLASS :

Assistant Accountant;
Cashier;
Superintendent of Savings Bank.

The grades in the outside service are 1st Chief Inspector, Inspectors and Assistant Inspectors, forming the staff.

Then come Clerks in Inspectors' offices, Local Money Order Superintendent, City Postmasters, Railway Mail Clerks and Clerks in Post Offices, in that order.

The pinch of the Service is that the recruits we get are not of a class likely to furnish fitting material for the higher branches of the Service, after any amount of training. Consequently, these branches have to be sometimes filled from outside. The problem is to make the service attractive to a class of men who would furnish such material. It is a great misfortune to have to go outside the Service for men to fill these positions. I think the obtaining of such material as we get is an inherent fault of the present system of appointments, combined with the absence of inducements such as to lead young men of ability to enter the professions. A man entering the Service cannot count upon obtaining such prizes as do exist by meritorious conduct in the banks. A system of promotion by merit, apart from political considerations, would go far to remedy this. At present, when we do get good men, we often find that they leave the Service because their prospects are better in general business. The men now filling the chief offices in my Department have been, for the most part, promoted within the Department. As the Department grows larger, the proportion of men in it qualifying for the higher positions has tended rather to diminish than to increase.

Salaries.

I think men are kept too long on the lower salaries. These salaries are not sufficient to attract the more active and able young men of the country. We cannot get nearly the same class of young men that enter the banks. A young man would rather enter a bank at \$200 a year than the service at \$400 a year. This preference arises from the nature of the work and the chances of promotion.

Classification.

A great deal of the work in my Department is mere monotonous drudgery. The best men could do this no better than an ordinary copyist. It rather tends to lessen a man's fitness for higher work. Much of this work could be put into a lower grade. Such a separation, by permitting new men to go at once into the higher work, would facilitate the obtaining of better men for these positions.

Discipline.

I have no power, except in the absence of the Minister, to dismiss men for inefficiency or misconduct.

In regard to appointments, promotions, discipline and everything else, interference from outside is always for the worse.

(Signed)

W. H. GRIFFIN.

TUESDAY, 3rd April, 1877.

Committee met.—Mr. CASEY in the Chair.

Mr. GRIFFIN recalled and further examined.

Q. You say that the power of dismissal is in the Governor's hands?—Yes; the general power; and the Postmaster-General has, in respect to the Post Office service, a special power under the Post Office Act.

Q. As a matter of fact, have you ever experienced any difficulty from the lack of power to dismiss in enforcing discipline in your Department?—Never. Of course, there is more or less trouble in managing a great body of men.

Q. Do you think that if the power of dismissal was left in the hands of the Deputy-Head of the Department it would improve the discipline of the Service?—No; I do not think it would. There has been no difficulty on this point hitherto; though

it would depend very much upon the relations at the time between the Head and the Deputy-Head. I never had any difficulty myself. I can understand that some incompatibility between them might create a difficulty.

Q. Might favouritism interfere to prevent dismissal?—Yes. I do not think there is any disadvantage, however, in not transferring the powers to the Deputy-Head.

Q. But you can easily understand that, under our present system, favouritism might interfere with the discipline of the Department?—Yes.

By Mr. Macdougall (Elgin) :—

Q. You said something about transferring the power to the Deputy-Heads of Departments?—I do not think that any advantage, as a matter of system, would flow from that. I think it would put the Deputy in a false position.

By the Chairman :—

Q. In what respect?—If he had the power of dismissing a man his chief might want to retain, I do not think any good to the Service would accrue.

Q. You mean that it might bring about a clashing between the Deputy and the Head?—Yes; which would not be for the good of the Service.

Q. Might it not be for the good of the Service occasionally that a man should be dismissed, whom the Minister wished to retain?—I do not think it would promote the good of the Service to give the Deputy-Minister power to control the wishes of the Minister.

Q. Do you not think that the Deputy-Minister is the person who best knows the qualifications of the employés?—Certainly.

By Mr. Paterson :—

Q. I understood you to say the other day that no one was placed in the Department contrary to the wishes of the Deputy?—That no one as a rule was promoted.

Q. I suppose I may ask then whether any dismissal was ever made that did not meet with the approval of the Deputy-Head?—Never, that I can reach to mind.

Q. Then it is really a fact that the Deputy-Head is consulted on all matters?—Yes; as a rule on the matters of this nature. I am merely speaking, however, of my own experience.

By the Chairman :—

Q. You said the other day that recommendations of the Deputy-Head for promotion were sometimes not taken on those points?—Yes; but I wish to qualify that, by saying that when this happens it is almost always due to general political exigencies. Sometimes all promotions are suspended for a time.

Q. When your recommendations are not taken it is for political reasons that they are rejected?—Yes; what I apprehend to be political reasons of a general character.

Q. Have you known instances where those political exigencies interfered in your opinion with the interest of the Service?—Yes; they always do; that is, so far as you can say, the interest of the Service differs from the general interests of the country. I do not, of course, mean any reflection on the general policy of the Government.

Q. You mean the "interests" in having an efficient body of men for the Service?—Yes; as a way of managing a body of men it is not good.

Q. What is your general opinion of the effect of this political interference?—Any interference with the rules laid down for the good management of the Department for mere political reasons, is, of course, injurious, if the rules are to have a good influence on the Department.

Q. You have known instances where such interference has had a bad influence?—Yes.

By Mr. Macdougall (Elgin) :—

Q. In what respect; as to lack of mental capacity, skill, or what?—Well, the first Civil Service Act was passed in 1857; it was quite clear the new system would not begin to bear fruit for eight or ten years. Before that period elapsed all promotions were temporarily stopped for, I think, at least two years.

Q. You found that seriously affected the operations of the Act, and practically the efficiency of the Department?—We lost, in my opinion, the whole time that had

passed from the passage of the Act as respects much of its beneficial influence on the Service.

By Mr. Paterson:—

Q. Have there been any dismissals during the past few years?—Yes.

Q. Many?—Not a great many; they are a well behaved body of men for the most part.

Q. For what cause have the dismissals taken place?—Intemperance, I think, in all cases.

Q. In cases where a party has been dismissed for intemperance has any other person equally guilty been retained for political reasons?—Not that I know of.

Q. You think that politics would make no difference as far as the administration of the Department is at present concerned in the matter; that any one guilty of intemperance would be dealt with?—Yes; I never knew of any partiality.

By the Chairman:—

Q. Do you mean to say that you never knew partiality exercised in the dismissal of persons for political reasons?—No instance of such dismissal strikes me at present.

Q. That is not one of the ways in which political influence enters the Service?—No.

Q. You have known political influence to keep a man in the Department after he was not needed or he had become unfit for the Service?—Not ostensibly: not anything noticeable.

Q. Do you know, as a matter of fact?—I do not know any particular instance; I know nothing of political influence within the Department; I presume that I have the same knowledge that anybody else has, that a Minister will probably appoint his own friends; but there is no question of politics within the Department.

Q. You have found political influence to affect first appointments rather than promotion?—Yes; the question of politics never comes up in the Department.

Q. Do you think it possible to arrange such an examination in the Department as would test a man's fitness for promotion?—Well, that, (the fitness for promotion), is a matter of judgment, and depends a great deal upon the office to which you want to promote a man; I do not mean, however, the ordinary advancement from class to class; that depends on the conduct and not the qualifications.

Q. You do not think it would be possible in the three junior classes?—No.

Q. Would it be possible to test a man's fitness for promotion from those classes to the higher grades by that means?—I am inclined to think that it would be better to have the conditions that surround the first-class extended to the class immediately below, that is the senior second.

Q. What are those conditions?—Pure merit and general qualifications; you cannot really bring out by examination whether a man is intelligent, and ready and fit to direct and control other men; and those are the qualifications wanted in the higher grades.

Q. You could bring out what knowledge a man had of the duties of the Department by examination?—No, not very well; it must be left to the judgment of the Deputy Head, assisted by the other chief officers.

Q. Are there no positions in your Department for which a man's fitness in regard to his knowledge of the duties of the place could be tested by examination?—It would certainly be inexpedient to put a man in the higher grades of the Money Order or Accountant Departments unless he were proven to be a thoroughly good accountant.

Q. You could test a man's fitness for those positions?—Yes, if that were all required to fit a man for them.

Q. The question is whether it is possible to test and prove a man's ability for such a position by examination?—You could only partially test his qualification by an examination.

Q. You could test his fitness for an accountant's position?—You could test his qualifications as an accountant, but he might be a good accountant and book-keeper, and yet be unfit for the position.

Q. I do not mean to make the examination a reason for the promotion, but simply as a preliminary?—Then it would be useful.

Q. You think that for some of those positions, it might be useful in order to select a man?—Yes.

Q. In regard to superannuation, I wish to ask if the rules of the Act have been strictly enforced in your Department?—Yes; I know of no instance to the contrary.

Q. Has superannuation, to your knowledge, been improperly delayed?—No.

Q. Are there any persons in the Service who have long been unfit for duty that have not been dismissed or superannuated?—No; I think there are one or two that possibly might be superannuated for those reasons.

Q. But there are none at present in the Service who have been for a considerable time unfit for duty who have not been superannuated?—No. Of course it takes some time to come to a decided opinion on a point of that kind in many cases.

Q. Then you prefer not to express an opinion on that point?—Yes; as to present condition of particular men in this respect. But I know of no man who has been improperly superannuated, or whose superannuation has been improperly delayed.

Q. You cannot say, on the spur of the moment, whether such is or is not the fact?—No.

Q. To come back to the general subject of appointment: have you considered the question of competitive examination?—Yes, I have.

Q. Please give, in a connected form, your opinion of the system.—I have looked upon the English competitive examination as an advantageous system, its chief virtue being that it removes appointments from the sphere of political influences.

By Mr. Paterson:—

Q. Does it altogether remove them from that sphere?—At all events it limits the choice.

By the Chairman:—

Q. Do you think it would also secure a better class of recruits for the Service?—Yes; I think it would, if the Service were made sufficiently attractive. But the two things must go together.

Q. You think that competitive examination as a means of selection, and making the Service more attractive, are both requisite to the improvement of the class of recruits?—Yes; neither, of course, will work any great improvement unless accompanied by the other.

Q. In regard to the competitive system, have you considered whether it would be possible to make an examination suited to the wants of the country?—I have; you must not make the examination too strict, and follow the English plan too closely, as the general tone of education here is different.

Q. You could easily conceive of an examination suited to our circumstances?—Yes.

Q. And you consider such a scheme as applicable to Canada?—Yes. The examinations hitherto have, if I may use the term, been rather exclusive than inclusive—they have been rather to keep out incompetent persons than to test accurately the competency of persons who pass.

Q. If I have got your idea you think that reforms in the Service would be these: competitive examinations, increased pay in the lower ranks of the Service, and improved prospects of advancements, and the total abolition of political influence?—Yes, with regard to the promotion to higher grades; but I think the good effect would be felt in the future rather than immediately.

Q. I asked you the other day about grading the Service into mechanical and professional grades, and you seemed to express a partially favourable opinion?—It would not go very far.

Q. But do you think it could be introduced?—You would lose your means of training if it were carried too far. To a certain extent the post office service is a profession; there is a great deal to learn.

Q. Do you think there should be any change as to the age at which a young man should enter the Service?—I think the present rules are right in that respect. It is better to take young men.

Q. Do you advocate a limited competitive system or an open competitive system as practiced in England?—I think I should prefer the open system.

Q. You think it would be easy under the competitive system to institute as careful inquiries into character and such points as are now instituted?—Yes.

Q. That there would be no more reason to fear the introduction of improper characters into the service?—No.

By Mr. Paterson :—

Q. Does character come in as part of the examination in competitive examinations?—Yes; it always does; of course the inquiries of a Board, under the open system, would be more thorough and searching than they could be when you are dealing with the nominee of a Minister.

By the Chairman :—

Q. By whom do you think the competitive examination should be conducted?—I think it should be conducted outside the Service by a Board.

Q. Please give your further views on discipline?—Any system would, I think, fail, in which it was attempted to set up the Deputy as a check upon the Minister.

Q. Then you think that the power of internal management should remain with the responsible Minister?—With the Deputy, controlled by the Minister.

By a Member :—

Q. Giving the Deputy such power would be to put him in a false position?—It would put him in a false position to exalt him in any way above the Minister, or give him any independent power or authority.

By Mr. Paterson :—

Q. By making the Service “attractive” you mean increasing the pay?—No; I mean improving the prospects of arriving, by ability and good conduct, at what would be attractive results in respect to salary and position.

Q. Would the chances for promotion be any better under a competitive system than they are at present?—The two should go together; unless that were so, the men you would get under the competitive examination would not be the class you want; you would not get the proper class to come forward.

Q. But in order to have greater attractions the Service must be made more remunerative?—Yes.

Q. Would competitive examination result in securing a better class of men, a smaller number of whom would be able to manage the work it now takes a larger number to perform?—No doubt.

Q. You would secure a better class of employes, a smaller number of whom would accomplish much more than the present staff accomplishes?—I think so.

Q. You say that there is some room for questioning that the work, in some cases, is done as efficiently as it might be?—Of course it is not.

By Mr. Paterson :—

Q. That inefficiency would be more as regarded promptness than in correctness?—In every way there would be improvement.

By Mr. Roscoe :—

Q. When you speak of making the Service attractive, you partly refer to men from the outside not being placed over the heads of those already in the Department without some very good reason?—Yes; not without some very sufficient reason.

Q. Would you be prepared to say that outside talent has frequently been brought in?—It has frequently been brought in, and the men in the service have thereby lost many of the prizes.

Q. How?—What I call prizes are inspectorships, postmasterships of city offices, chiefs of branches, etc. The city postmasters require no great training like the others, but still they are prizes. If these prizes are given to outsiders there is nothing left for the reward of men in the Service.

Q. Do the clerks in the Post Office Department require any specific training?—Yes.

Q. Do postmasters in cities?—They ought to have had it, of course; but they have assistants who have had post office experience.

Q. Would you appoint post masters in cities as rewards in the Service?—If you do not there is nothing left in the Service. If you do not you make the limit which can be reached to be a salary of \$1,600 or \$1,800, that is the ordinary limit, even if you have superior ability.

By Mr. Kirkpatrick:—

Q. How far would you extend the system of competitive examinations? I ask you to see whether you would extend it from the inside Civil Service at Ottawa to the outside?—But of course city postmasters belong to the “outside,” as you call it.

By the Chairman:—

Q. Would the remarks you have made with reference to the inside service apply to the outside service?—Yes.

By Mr. Kirkpatrick:—

Q. You would apply your remarks to the whole of the outside service?—I should recommend competitive examinations for the first appointment, and that of course would apply equally to the outside as to the inside, except to country postmaster-ships.

Q. Then the system you would like in Ottawa you would like outside also: competitive examinations, the test for appointments, and then successive promotions?—Yes.

Q. It would extend to wherever there is a fixed salary?—Yes; wherever you purchase a man's whole time.

Q. But not to country postmasters who may be storekeepers, or anything else besides being postmaster?—No.

Q. Then there is no part of the Post Office Department, except that of the country postmasters, which you would not bring under this system?—No.

WEDNESDAY, 3rd April, 1877.

Committee met.—Mr. CASEY in the Chair.

Mr. J. JOHNSON called and examined:

By the Chairman:—

Q. You are the Deputy Head of the Customs' Department?—Yes, sir.

Q. How long have you been in that position?—I have been in the Customs' Department since 1867; it is a little over two years since I was appointed Commissioner of Customs; previous to that I was Assistant Commissioner of Customs.

Q. Your first appointment was to the position of Assistant Commissioner?—Yes, my first appointment in the Customs; but my first appointment in the Civil Service dates twenty-one years back in New Brunswick.

Q. Would that position enable you to judge of the condition of the Service almost as well as the one you now hold?—Quite as much; I have had pretty much all the duties of the office to attend to since my appointment.

Q. How did that come about?—Mr. Bouchette, who was Commissioner, was getting infirm, and a great deal of his time he was unable to attend to his business, and all the business virtually passed through my hands ever since 1867, till I was appointed Commissioner myself.

Q. Can you give me a rough idea of the number of the employees in your department?—I have copies of the returns. In the inside service there are twenty-four, including the Commissioner down to the Messengers. In the outside service there are 918 actually appointed by Order-in-Council.

Q. All of whom are at present engaged?—Yes.

Q. How are appointments made in the department?—The appointments for the inside service are usually made on the recommendation of the Minister himself by Order in Council. In the outside service they are usually made on the recommendation of the member for the district or constituency in which the appointment is to be made.

By Mr. Roscoe :—

Q. That is the practical way of doing it, I believe; but theoretically the Minister is supposed to have all appointments in his hands?—Yes.

Q. The Minister, as a rule, chooses to take the recommendation of the member for the district?—Yes.

By the Chairman :—

Q. In which Service—the outside or in—do the salaries range the highest?—I could hardly make a comparison; the duties are so very different, and I cannot easily rank our clerks in the inside service according to analogous positions in the outside service.

Q. But I mean in which branch do you consider the chief prizes of the Service are?—There are more prizes, what I might call real prizes in point of salary, in the outside than in the inside service; still, the average salaries of the inside service are much higher than the outside.

Q. But there are more in the outside?—Yes; for instance the maximum salary of Collectors is put down here at \$3,800, which refers to Montreal.

By Mr. Roscoe :—

Q. What does Mr. Hammerly get?—\$3,200.

By the Chairman :—

Q. Are the rules in regard to examination before appointment pretty generally carried out?—No; they are not carried out at all in our Department, in fact, except with reference to the inside service; the rules respecting examination have hitherto, in our Department, only applied to the inside service, and in that case it is carried out; all our present staff who have been appointed since Confederation have undergone that examination; that is, the examination of the Civil Service Board.

Q. Then you have had no appointments during the last two years to the inside service?—No absolutely new officer; there was one officer appointed, but he had been in the Service as extra clerk for some time before.

Q. Have you any special examination in the duties of the Department which nominees are required to pass?—No, Sir.

Q. Neither in the outside nor inside branches?—No; we did have a plan two years ago, I think for putting candidates for appointment in the outside service through a special examination; it was carried out in a few cases but was found utterly impracticable under the system which had been adopted—under the system of recommendation for appointment, I mean. We could not depend upon getting the men appointed whose qualifications were the best, because of the political questions arising in the matter, and we found it quite useless to attempt to carry out the examination under such circumstances as those.

By Mr. Roscoe :—

Q. You mean that it was possible in some cases that the men recommended would not pass the best examination?—Yes; and yet they would, in a certain sense, be forced upon the Department.

By the Chairman :—

Q. At what date were those experiments tried?—I could not give the exact date; it was about two years ago; it was since my appointment as Commissioner.

Q. Were the examinations then to take place before the appointments?—Yes; after application, but before appointment; they did so take place in several cases.

Q. And I understand you to say that you found the system a failure on account of the political influences mixed up in the question?—We found it so far a failure that we could not depend upon the examinations being the test for ultimate appointment.

Q. Were any considerable number examined?—No more than three or four.

Q. Have you any recollection of whether they got along well?—In every case out of these three or four, except one, those that were appointed were pronounced capable of performing the duties.

Q. Four?—Yes.

Q. What was the nature of this examination?—It simply extended to a general acquaintance with the practical rules of arithmetic, the capability of writing a good letter, comprehending the principle of the Customs law, and a few other small matters like that. We did not consider it at all necessary to make it a searching educational test, as the Service did not require it.

Q. What qualifications would you consider necessary for the lower grade of the outside service?—Reading, writing and arithmetic, so far as the rule of proportion and practice and vulgar fractions; a little acquaintance with decimals would also be very desirable, but that is a very simple matter and easily learned in practice.

Q. Do you find now, as a matter of fact, that the men whom you get into the outside service under the present system of nomination are generally possessed of those qualifications to a satisfactory degree?—In the lower grades, I think not; in the higher grades in the outside service I think the qualification of those now in the Service—which would be the test of course,—are very fair as a general rule; I mean from the position of a landing waiter and searcher to that of collector.

Q. What do you call the lowest grade?—The lowest in point of salary is what we call a preventive officer, yet he is a commissioned officer; his duty, as the name indicates, is simply to guard the country from smuggling.

Q. Please mention those next in order?—Preventive officer, tide waiter, warehouse locker, landing waiter and searcher, surveyor, sub-collector, and collector; there are other occasional officers, but those constitute the general staff.

Q. You say that you think the lower grades are not as well qualified as they should be; to which do you refer?—I refer principally to the preventive officers, and I attribute that very much to the fact that they get such very small salaries that there is no inducement for a person well qualified to seek the position; and, generally speaking, they are by no means a useful class of officers; they do very little service indeed; their salaries range from \$60 to perhaps \$250 a year; and you can see there is no living in the matter.

Q. Are appointments always made to the lower grades, or is there any rule to that effect?—Oh, no; new men are brought into all the grades frequently.

Q. Is it common to appoint new men to the grade of collector, for example, instead of making promotions?—Oh, yes.

Q. Is it not the rule?—Yes; I should say it has been the rule; there are instances of promotion, but since 1867 I think the rule has been that new men have been appointed.

Q. Is that the general rule in regard to the higher grades?—The making of new appointments?

Q. Yes?—I can hardly call it a rule; it has been the general practice. When I say the "general practice," I mean that I think that the majority of appointments have been of new men—the minority being of promotions.

Q. Do you consider that this practice of making appointments of outsiders to the higher grades tends to discourage the zeal of those in the lower grades?—Decidedly; it must have that tendency.

Q. Do you think, too, that men promoted from the lower grades would be likely to know the duties of their offices better than new men brought in?—It would depend very much upon the men. We have always men who are capable of taking any position; but in order to carry out a system of promotion effectually, the whole system from beginning to end would have to be changed. We would require, in the first place, to guard the entrance to the Service by means of a proper examination. Then the appointments would have to be made independent of all political consideration. Thus, for instance, when a collectorship was vacant in Ontario we should have the privilege of calling a man from any part of the Dominion, already in the service, to fill the position; and from Ontario we should have the privilege in the

same way in regard to Nova Scotia and New Brunswick when the opportunity arose. Such an arrangement in the Customs service would be of the highest possible service to the country; because we all know that every Customs officer, however low his position, has a great deal of power in his hands—power with reference to the commercial community; and he can, supposing that he gets very intimate with a portion of the business community, render them services in an illegal manner without much chance of detection for a considerable time; or he can obstruct their business very materially. One idea connected with that interchange of officers would be that of preventing officers from becoming too well acquainted in the communities in which they are engaged. When a man goes to a strange place where he is not known and has no particular circle of friends he would be more apt to discharge his duties properly. No man can act independently when he is surrounded with his friends. I do not say that this happens in the direct operation of the customs; but I think the service would be increased in efficiency if the appointing power was in a Board, who, independent of all influences, could exercise some discretion and make this interchange that I have suggested.

Q. Do I understand you then to say that the present system of appointment scarcely gives you proper material for promotion?—Not so good material as we otherwise would have.

Q. On account of being sometimes compelled to take men from the outside?—That is not the reason why we do that; the reason is because of the pressure brought upon us to make certain appointments.

Q. Do you mean that you never have any difficulty in getting proper material for promotion?—We would not if we had the privilege of selecting from all parts of the province.

Q. What about the pressure of which you speak?—It is simply this: The patronage is virtually in the hands of you members of Parliament; the pressure is brought to bear upon you and you bring the pressure on the Government; you are surrounded with the parties who are applicants. I speak it with all modesty, but I think it places members of Parliament in unpleasant positions to look after such matters, and it does not give them really any more political popularity. My thoughts have been led into that channel perhaps more from examining into the nature of the regulations and laws which prevail in England, than from any other circumstance. The whole customs laws in England were consolidated last year, and on examining the law as it now stands you will find that all the power of appointment is vested in the Commissioners of Customs who are entirely outside of political influences. The appointments, dismissals, promotion and everything is vested in those Commissioners.

Q. Who are the Commissioners?—They are a body appointed by the Government—life appointments.

Q. They are not members of the Service?—No; nor members of Parliament. They have no political status whatever. I think there are five of them, but I am not quite certain.

By Mr. Burpee:—

Q. What are these especial duties?—To take the Customs Law and administer it, and all appointments are made by them from the list of persons who have undergone examinations. In England they have what are called competitive examinations. The parties who undergo that examination and are approved of, get graded to certain classes and are placed on an indexed list, and from this list all appointments are made by the Commissioners. I do not think that that system could be carried out in this country in its entirety; but a system of competitive examination adapted to each particular Department could very easily be devised and carried out. Some Departments would require a much higher grade than others.

By the Chairman:—

Q. Do you think your Department would require any special examination?—It requires, I think, that every man should be a good arithmetician and possess the other qualifications that I have mentioned.

Q. Do you think higher standards are required in other Departments?—I think not. The Inland Revenue Department requires as high a grade as any other.

Q. Do you think that a uniform examination could be instituted which would fairly test the qualifications for the lower grades in the different departments?—I think so.

By Mr. Burpee (Sunbury):—

Q. Do you think there should be a special test for each Department?—I would have a special examination for all persons seeking for promotion. If it was thought desirable to promote an officer from a lower to a higher grade I would have an examination through which he should be obliged to pass.

Q. Is there any such examination at present in the Department?—No.

By the Chairman:—

Q. Can you arrange any such examination in your Department in such a way as would be a proper test of fitness?—Oh, yes; very easily.

Q. In both the inside and outside service?—Well the examination in the inside service is all-sufficient when it is passed through. Any young man that can pass the examination before the Board of Examiners is qualified for any duty that he may have to perform in the higher grades of the inside service.

Q. Are there positions in the outside service in which special scientific knowledge would be useful or requisite?—Yes; I did not mention in the list of officers the peculiar position of appraiser. It would be very desirable in the case of appraisers that they should have a considerable amount of chemical knowledge. If they were good chemists it would very often facilitate our business very much.

Q. What other knowledge would be useful—business or commercial experience?—Commercial experience would be very valuable in any of the offices in the outside service of the Customs.

Q. Does an appraiser's duty ever require him to value goods that are not very common in the country and would require to be specially tested?—Yes; very frequently.

Q. Goods in which the invoice would be no guide to their actual value?—It very frequently occurs. Frequently goods are composed of different materials, and the different materials are subject to different rates of duty. It is very desirable that an appraiser should be able to detect those different materials, which could often only be done by a knowledge of chemistry. That is particularly the case with reference to liquors and sugars. There are many articles coming into the country in which there may be detected so large a proportion of sugar that would make them liable to the sugar duties; whereas they often pass at a lower duty in consequence of the want of knowledge on the part of the officer.

Q. Is there any examination at present for the position of appraiser?—No, sir

Q. Neither for entrance nor for trial in the position?—None whatever.

Q. Do you ever experience any difficulty from getting inefficient appraisers?—We have had cases of difficulty.

Q. As a matter of fact there is no safeguard against getting an utterly ignorant appraiser?—Well, there is just this: that parties in whom the patronage is vested, will, generally speaking for their own sakes, refuse to recommend an utterly incompetent man. They may be examined as to the question of a man's qualifications.

Q. But I understand you to say there is no check upon free appointment in this matter?—No.

Q. Is that of appraiser the only position in which special qualifications are requisite?—The same qualifications would apply to almost all collectors, because the collector is, in point of fact, appraiser of his port except where a special appraiser is appointed, and the large majority of our ports have no appraisers. The duties then devolve upon the collector; and it is also desirable that the landing-waiter have the same knowledge because the same duties might occasionally devolve upon him.

Q. For instance, do such ports as Clifton have special appraisers?—No.

Q. Do Windsor?—No; we have appraisers at London, Hamilton, and, of course, there are two or three at Toronto. At Montreal we have four, besides assistant ap-

praisers. At Quebec there is an appraiser and an assistant. St. John, Halifax, and Charlottetown also have an appraiser each. I think those constitute all the ports at which we have appraisers. I should have included Winnipeg and Victoria, in the list, however.

By Mr. Church :—

Q. Have you one at Pictou, Nova Scotia?—No, sir. In all the other ports the duties of appraiser devolve upon the collector.

By the Chairman :—

Q. Do you consider that there is considerable loss and risk to the revenue from the lack of special knowledge on the part of appraisers?—I do not think the risk is very extensive; I do not think the loss could extend to any very large amount.

Q. It would depend altogether upon the amount of special articles coming in at any particular port?—Yes, sir.

Q. But suppose a man chooses to import articles requiring chemical analysis at places where he knew there was not an appraiser. would there not be a risk of his getting them in at a lower rate of duty?—Yes; a great risk, and the probabilities are that the duties would be lost. But the principal losses which are probably sustained from the want of a perfect system of appraisalment is in the undervaluation of ordinary goods. That renders a commercial knowledge necessary to a correct discharge of customs duties, so that the officers might be able to judge as to whether goods are really undervalued or not.

Q. Speaking generally of the whole system of appointment and promotion, I think I understand you to say that you consider a strict entrance examination and a free general system of promotion by merit, are necessary to the efficiency of the Service; is that your opinion?—Yes; I am decidedly of that opinion.

Q. By a free system of promotion, I mean appointing from one part of the Service to another?—Yes.

Q. Are such promotions as are made, generally made upon your recommendation to the Minister of the Department?—No; the Deputy Head has very little influence in reference to appointments. We lay before the Minister the applications and the recommendations, and so forth.

Q. For promotions?—No; for appointments.

Q. I was speaking of promotions?—Well, no; the same rule applies in both cases.

Q. That promotions originate with the responsible Minister?—Yes, generally.

Q. Has it been the usual practise to ask the Deputy Head to report on cases when promotions are thought of?—I do not think it has been the general rule, but it has been done occasionally.

Q. Do those remarks always apply to the outside service?—Yes, altogether.

Q. Do you feel qualified to speak of the capacity of nearly all the individual employés; have you the means at hand?—Not always with reference to the lower grades. I presume I could give a pretty correct opinion with reference to a man holding the position of Collector or sub-Collector with whom I might have communication. But I have no direct communication with men in the lower grades.

Q. Who could then report on their qualifications?—The Inspectors are the best qualified, and have the best opportunities for doing that.

Q. Have you ever known any one to be promoted contrary to a recommendation on your part?—No, Sir.

Q. Who had been reported as being inefficient?—I have no recollection of any instance.

Q. I do not understand distinctly whether you said you were generally asked about promotions or not—were you generally consulted?—I am generally not. I had better say in reference to that, that when a vacancy occurs it is a very general rule with us to get an Inspector to make a report with reference to the case. If a man is to be promoted in the outside service we generally take the means to communicate with the Inspector and ascertain what his qualifications are.

Q. You mean that when it is proposed to promote a man you generally get the Inspector to report in regard to him?—Yes. I might perhaps mention as an illustration the case of Toronto. Very recently the surveyor, an old valuable officer, died, and before any appointment was made we sent to the Inspector and had him make a report with reference to the efficiency and standing of the whole staff at that city. The fact was, afterwards, that there was a general promotion on the report. An officer who had been acting as chief clerk was appointed to be surveyor, and the others went up according to their merits.

Q. How long was that ago?—Only within the last three months.

Q. Then there was really an attempt there to follow merit in making the appointments?—Yes; and I think rather successfully.

Q. Are you familiar with the arrangement adopted in the Inland Revenue Department of requiring examinations for appointments to certain grades, and of giving an extra salary to persons passing a certain examination?—I have not given any attention to that. I am only aware of the general fact that they have such examinations.

Q. Are there any remarks you would like to volunteer?—I don't know of anything further. The general points upon which you have examined me have been those upon which I would like to have spoken. Perhaps I might mention that the great difficulty we have in the outside service of the Customs Department is from the drinking habits of a good many of the men. If any possible means could be devised to prevent them from using liquor we should have a much more efficient Service.

Q. What are the means for enforcing discipline in your Department?—When a complaint is made against an officer, we require a collector, if the person complained against is lower in grade than the collector, to make a report of the whole circumstances; and if it be necessary we appoint an inspector, or some other person if the inspector is not available at the time, to make an investigation and to report upon it. And by these means we generally look into the merits of the case very successfully.

Q. Then to whom is the report made?—To myself usually, and I examine the matter over again and report to the Minister.

Q. And, as a matter of fact, is your report accompanied by a recommendation for dismissal or retention?—Usually.

Q. Is it generally followed?—Generally; always, I might say.

Q. Have you any difficulty in enforcing discipline?—Oh, yes. This difficulty arises from the same causes which makes it difficult to have a proper selection in the Department.

Q. These are —?—Political influences which are brought to bear on the matter.

Q. Has a man of good habits, of industry and application, any considerable advantage over another in the work of the Department—any greater chance of promotion?—I should say he had decidedly. If we know a man to be dissipated, and consequently I don't think any influence would ensure his promotion.

Q. His bad conduct would prevent promotion?—Yes.

Q. Would good conduct ensure promotion?—Not necessarily; it may be prevented however meritorious a man might be.

Q. Chiefly by the importation of outsiders?—Yes.

Q. On the whole do you consider the system as now, so arranged as to give proper reward to zeal and application and industry in the Service?—It is so arranged as to make that possible, but not so as to make it certain.

Q. As a matter of fact do you think that civil servants do get their due reward?—I think not in all cases; not perhaps in the majority of cases.

Q. As to salaries; give your general opinion as to the sufficiency of salaries from the lower grades upwards?—With the exception of officers who are not expected to devote their whole time to the Service, I am of the opinion that the salaries are very fairly proportioned. Of course there may be and are, doubtless, individual cases in which men of merit are kept at a lower salary than they deserve, but there are none of these salaries that would not constitute a great inducement to a great

many outsiders to look for the office if it was vacant—and even men capable of filling the positions.

Q. Do you think, in general terms, that the average run of salaries is such as to attract the sort of material you would wish to come into the service if a system of appointments was properly arranged?—I think so.

By Mr. Church:—

Q. On what principle do you arrange the amount of salaries of these officers, say collectors, for instance?—We appoint salaries, as a general rule, in accordance with the business of the port. In 1867 I suppose you are aware there was a Commission appointed to report upon the Civil Service, and, amongst other things, they adopted a certain scale of salaries for the Customs ports. But that scale of salaries was very crude in its character, and could not be carried out in its integrity by any means. If it were carried out according to the scale laid down, a great injustice would be done in many cases.

Q. Do you take the exports and imports as the basis?—Yes.

Q. And the whole general work?—We have to consider the general work, because the mere amount of the duty collected at a port is not a proper index to the amount of work actually to be performed. At a seaport, for instance, there is a vast deal of real, actual work, which yields no revenue whatever. The same thing is true where there is a junction of several railroads. But I can hardly go into details just now. We have necessarily to take all these things into consideration, and judge of the requirements of the case. The amount of revenue collected is, however, the principal item in consideration.

By Mr. Aylmer:—

Q. You say that those men who are not expected to devote the whole of their time to their work, have lower wages than the men who were obliged to give their whole time. Are they supposed to be allowed to do any other kind of business for themselves?—Oh, yes; all the officers under \$1,000 a year are allowed to use their spare time to earn money for themselves in addition, except under certain conditions which we have in the rules and regulations. We don't allow any man in the Customs —it is contrary to rule, at all events—to be engaged in any commercial pursuits, and it is also contrary to rules to engage in any municipal contest; indeed, they should not run any election at all of any kind. They might, however, be allowed to accept an appointment by a municipal council in some cases where it did not involve any of the considerations which stand associated with an Election Board.

By the Chairman:—

Q. A Sanitary Board, for instance?—Yes.

By Mr. Aylmer:—

Q. He might take a Secretary-Treasurership?—Yes; although by the strict letter of the law he is forbidden.

By the Chairman:—

Q. Is not that rule strictly carried out?—As far as we have information, there have been one or two cases in which we have had complaints of parties serving in the capacity of councillor or reeve or something of that kind of municipal office, an electoral office; and we have gone so far as to permit him to serve his term out rather than to put the whole affair to inconvenience; otherwise, we never give them the slightest permission contrary to the rules. I will quote for you the two rules on the subject:—

“2. Officers of Customs are not, either in their own name, or in the name of, or in company or in partnership with any other person, to trade as merchants or as factors, agents or brokers for any person, or in any goods, wares or merchandise whatever, or in any matter whatever affecting the Customs.”

By the Chairman:—

Q. Is that rule observed?—As far as my knowledge extends it is; we have had one or two removals in consequence of finding that they were engaged in commercial pursuits.

Q. Do you take special means for finding out?—We have the continual reporting of the Inspectors, who, if they find any deviation from these rules, will let us know.

Q. I would like to know what the Inspectors' duties are?—They have a general supervision over all the business of the port. He has first of all to see that the books are properly written up; then he has got to examine all the vouchers connected with these books and accounts, to see that every thing has been duly accounted for; to go back to the original reports and manifests; find out whether all the goods reported have been duly entered; and, generally, he is to find out whether there is anything contrary to law or the regulations existing in any port; if so, it is his duty to see that it is corrected at once, and report to the Department if necessary.

Q. Then he goes around to each port for this purpose?—He is supposed to go to every port.

Q. In his Division?—Yes.

Q. How frequently?—There is no specified number of times in the year; he may have to go to some one port half a dozen times in the year, and to another port a single visitation would be sufficient; it much depends how he finds the port on his first visitation; the second rule I referred to, No. 10 of the General Instructions.

“10. No Officer of Customs is allowed to hold any corporate office, nor to interfere in political questions, either local or general.”

That, you observe, might admit of a man holding the appointment of Secretary-Treasurer, or something of that kind, because in a certain sense it is not a “corporate” office; it is a mere appointment. But we don't often sanction that where we are aware of it.

Q. Do you consider the work of your Department, speaking of the outside service, specially hard on the health?—I may answer that question generally in this way: that I consider the service generally as not hard on the health. There are cases in which officers have got to be out on duty at night. In such cases they may be exposed to storms and other things which might be injurious to health.

Q. As a matter of fact, do you find that they wear out rapidly in that Department?—I think the contrary is the truth. I think it is a service in which a man can have as good health as in any service in the world.

Q. Is not good physical health necessary?—Very desirable, and indeed necessary.

Q. Something above the average. I don't merely mean that he should not be sick, but that he should be a strong, vigorous man?—Activity more than strength is what is required.

Q. Is a medical examination required for entrance?—No.

Q. Do you think it would be desirable to test the soundness of a man's constitution?—I think it would be desirable in all cases.

Q. What is the limit of age of appointments?—The limit by law is 18 years. No man enters the Civil Service, that I am aware of, who is not over 18 years old.

By the Chairman:—

We were told in the Post Office Department the limit was 25 years, and that in your Department it was 45 years.

By the Witness:—

I am not aware of any absolute limit in our Department. We consider it very desirable that no man should be appointed who is over 45. In fact we have used special endeavours to prevent a man being taken into the service who was over 45 years.

Q. Do you consider as a rule that 25 is a good average at which men should be appointed?—I would as soon take on a man at 35 as at 25 years.

Q. As far as vigour is concerned?—Yes.

Q. But don't you consider that the public would get more work out of a man who joined the service at twenty-five, during his life time, than out of one who joined it at thirty-five years?—Yes.

Q. Should a man as early a twenty do work in the service?—For the more important work I should think not.

Q. But I am speaking of the lower grades?—Yes; but you cannot expect a man to be efficient at twenty years.

Q. Can you give me your opinion of the age limit such as would give the longest effective period in the service, with fair efficiency at the time of entering—entrance being at the lowest grades?—I don't think I can answer that very well; it would require some examination of vital statistics.

Q. Do you think from twenty to thirty would be a fair limit?—I should judge one would get more service during a life time from that limit than from a later period.

Q. I see superannuation runs some pretty good ages as a rule—one class averages seventy-five years?—Yes.

By Mr. Alymer :—

Q. How is superannuation arranged—by the age or years of service?—A man cannot be superannuated legally, unless he becomes a subject of some mental or bodily infirmity, or meets with some accident, until he is sixty years of age.

Q. No matter how long he has been in the service?—No; after sixty a man may be superannuated at any time, for any cause whatever.

Q. But suppose a man enters the Service at thirty-five and is superannuated at sixty, would he receive the same superannuation allowance as a man who entered the service at twenty-five and was superannuated at sixty?—No; he only receives 10-50th of his salary.

By the Chairman :—

Q. Please give the general rule?—The allowance is two per cent. a year; two per cent. is the amount we pay out of our salaries to provide for this fund.

Q. And what is the allowance?—It is 10-50th of his salary; that is to say, a man cannot be superannuated who has not served ten years; then he gets 10-50th; if he got \$100 a year salary that would give him \$20.00 superannuation; that is really two per cent. per annum.

Q. That is the regular rule?—That is the law; in connection with that, the law leaves it in the discretion of the Government to add a number of years to a man's time of service who has entered the service at forty years of age for any special qualifications for which he may have been chosen. If he served until he was sixty years of age, he would have nineteen years' service. The Government might add ten years and make it twenty-nine years' service. Or they might add any portion of the ten years, 2, 3, 4, 5, as they please, according to the merits of the case, but they cannot exceed ten years.

By Mr. Aylmer :—

Q. Are these additions very often made?—Very seldom.

By Mr. Roscoe :—

Q. Only in very exceptional cases?—Yes.

By Mr. Church :—

Q. As a rule you would not care to appoint to the office any man over 45 years old who had not been in the Service previously?—Not to any office. We don't like to take a man over 45 years.

By the Chairman :—

Q. Do you know instances where that has occurred?—I don't remember just now; but I think there are not many of them.

Q. Do you know of any difficulty in making superannuations from the same influence you spoke of as affecting appointments and promotions?—Yes; that pervades the whole Service. In every movement we make, that difficulty is ever present.

Q. A sort of a night-mare?—Yes.

By Mr. Aylmer :—

Q. Is it a fact that when an Inspector reports a man as inefficient, and that it would be better to get rid of him, that political influence is brought to bear to superannuate him instead of discharging him altogether?—I am not aware that it operates that way.

By the Chairman:—

Q. You have never known a man to be superannuated who ought to have been dismissed?—Oh, no. The fact is, there is a certain limit of forbearance. When a man becomes too bad, we would set aside political and every other influence, and let him go.

Q. It is only when he is pretty bad that political influence can be set aside?—Necessarily so, I think.

Q. I would like to ask you your opinion about improvements. You have already stated that entrance examinations would be necessary?—I think so.

Q. I understood you to say that the competitive system, as it exists in England, would be difficult to carry out here?—It could not be carried out here.

Q. Would you please go into some little details for your reasons?—I would have this objection to it: That it would attract the attention of a large number of young men to the Civil Service, to their detriment. They would go in for these examinations, and their attention would be withdrawn from other means of establishing themselves in life. And the number of vacancies would necessarily be nothing in proportion to the number of such applicants. Hence, these young men, instead of being benefitted by it, would be injured. You will observe that when once a young man has found his name on the list of candidates for appointment, he would feel: "I have only to wait a little time, more or less, and I am sure to get into the Civil Service." In the meantime, if he had his eyes open, and his friends were exerting themselves, he might get better employment somewhere else, but the opportunity for which he would lose in consequence of his attention being thus detracted.

Q. But suppose he was appointed immediately after his examination, he would know whether he could get an appointment or not, and that the matter was final. That would do away with that objection.—That is what I advocate. I advocate that an examination should take place when there is a vacancy,

Q. And that only those required for this particular vacancy should have any claim on the Service?—Yes.

Q. That would obviate that difficulty?—Yes.

Q. At all events that is a difficulty with regard to the candidates and not with regard to the Civil Service?—Precisely.

Q. Do you not think, however, that the examinations could be so arranged that the knowledge acquired in working up for them would be useful in any section of business afterwards?—Unquestionably, if you could find a case in which a young man would have equally exerted himself without that incentive.

Q. What I mean is: do you consider that the acquirements of the knowledge a waste of time on the young man's part?—Oh, no; the acquisition of any knowledge cannot be a waste of time.

Q. So far, your objection refers to the candidate himself. As to the interest of the Service, do you think a competitive system of examination would give you a better class of men than you have now?—Educationally speaking, it would.

Q. Do you see any reason why you would get a worse class of men in any other respect?—There is a possibility that it might exclude some very deserving young men who could not afford the time nor the means to secure a good education.

Q. That might be. But of course every system must exclude some deserving young men. The present system excludes a great many?—Yes.

Q. Not speaking of those whom it excludes, do you think the class which it would bring into the Service would be superior to that now?—I think under any system of examination the class of officials would be improved.

Q. The competitive system, as you are well aware, brings in only the best of those who succeed in passing certain examinations. Do you not think the chance of getting good men would be equally great amongst comparatively highly educated men as amongst those that are chosen at random?—I think so.

Q. Do you think a year's probation would be sufficient to test particular qualifications?—Oh, yes; in our service it would.

Q. Do you think that a system of competitive examinations, combined with pro-

probationary appointments, making a continuance dependent upon particular qualities shown during that year, would be a very effective means of getting good employees?—If carried out in its integrity it certainly would. But I am afraid it would not. Apart from political influences a man becomes attached to the service, and a probationary would be found to be against the fact that there is a very great reluctance to remove an employée.

Q. I would call your attention to the provision of the law of 1870, in England, by which it was provided that unless there was a favourable report, a man's appointment lapsed as a matter of course. Do you think that such a provision would meet the case?—Yes.

Q. No dismissal was required you see, unless there was an especial favourable report there could not be any confirmation of the appointment?—I think that would be useful.

Q. You would be prepared, as between the present system and such an one as I have mentioned, to advocate the competitive system with this additional particular test?—I would if we could not get a system better adapted to our circumstances. My idea would be not to have the examinations made general for the whole service, but to have it adapted to each particular Department.

Q. A competitive examination for each Department?—Yes.

Q. You would not restrict candidates for examination to persons nominated by members—would you or would you not?—I would like to do away with that system of nomination entirely, to take it away root and branch. And more than that, I would not expect any man in our branch of the Service to present a petition from the commercial community for his appointment. I consider that is the worse kind of recommendation a man can get; and that is a very common practice. An office becomes vacant and a man goes round and gets a number of persons to sign a petition for his appointment. These are the very men with whom he has to deal. The Customs service is to a certain extent a warlike service. Every man in the Service is considered like an enemy. I cannot say why it should be so; it should not be so, but that is the feeling. There is an effort to conciliate the officers and get them under an obligation to them if they can, so that they will get things easier for themselves. I don't say this with reference to any particular fact, but merely reason on the tendency of the matter.

By Mr. Aylmer :—

Q. Don't you think it would be a mistake to have too high a standard for admittance—that it ought to be just sufficient to see that the applicants were qualified for the office?—Decidedly. The examination should be confined to just such branches of education as would be essential for the duties.

By the Chairman :—

Q. Supposing you had an examination of that kind as preliminary, an examination showing the bare qualifications of the man, do you see any objection for a man, after he is appointed, to be examined in a higher branch when it is intended to promote him?—I would consider that the higher a man's education was, the better would, naturally, be his qualifications.

Q. So that a system of joint examinations and actual test would, probably, get the best men?—I think so. There might be instances in which it would operate otherwise. Sometimes a man has a great show of education, which would enable him to pass any examination, when really there was no substance to his education.

Q. Could not that be tested by the probationary system?—I think so.

By Mr. Aylmer :—

Q. How would you propose, if you have objections to nomination, that persons should present themselves for examination. Would you leave the thing open and permit any man to come forward?—Certainly, you could not restrict it; I do not see how you could.

By the Chairman :—

Q. You would require certificates as to character?—That constitutes a part of

the examinations. A medical certificate is required for every man now who presents himself for the inside service.

By Mr. Aylmer :—

Q. Do you not think that the highest certificate a man can give is his nomination by a member? He is responsible that the man he nominates is fit for the position?—If he was an independent man he might be so. I do not think that a recommendation by a member of Parliament should, in all cases, be taken as a certificate of character. The practical working of the thing has proved that it should not be so taken.

*Mr. Aylmer :—*It is not hard for a man to get certificates of character?

*The Witness :—*We would first of all have to get a certificate of character of the member himself.

*Mr. Aylmer :—*You have that in his being returned to Parliament.

*The Witness :—*I am speaking on general principles entirely.

Q. Do you not think that because he is sent here it is pretty good evidence that he is a man of good character?—I know myself I have voted for a man I would really much sooner not have voted for.

By the Chairman :—

Q. Then there is the difficulty that the member might not always know intimately the character of the man he recommends?—Oh yes.

Q. Do you not think that the examinations of an independent board would be much better?—I think that the certificate of a clergyman and one or two independent parties, received in connection with the application, as to a man's general character, would be more reliable.

Q. Than his nomination by a member?—Yes.

Q. Supposing the certificates were not satisfactory, don't you know that the examinations of an Examining Board, with power to send for persons and papers, such as an Examining Board would have, would be a much more thorough means of sifting a man's character than a member would have?—Certainly.

Q. Have you ever found among the employés of the outside or inside service, any inconvenience arising from political feeling on their part, or from the expression of it, as creating difficulties between them and their superiors, or that it has hindered them in the discharge of their duties?—I have not any instance of that kind; I think I have had complaints made with reference to officers, in which it has been alleged that they were actuated by political feeling, but never of any serious character, and never in such a shape as that it would require any Departmental action.

By Mr. Roscoe :—

Q. You were not forced to take any action in it?—No.

By the Chairman :—

Q. Do you find, as a rule, that employés in the Service keep pretty clear of politics?—I think the general tendency is to keep pretty quiet; I think when men once get into the Service they feel like throwing away their old political proclivities and keeping themselves quiet for their own sakes. That I think is the general rule.

*The Chairman :—*That is an important point because we have heard the reverse was the case.

*The Witness :—*No; there may be cases of the kind, but they were never the subject of any Departmental action. I don't think I mentioned, in reference to these examinations, these competitive examinations, that I would make every man's promotion dependent upon a second examination.

By Mr. Roscoe :—

Q. From one class to another?—Yes.

By the Chairman :—

Q. You are speaking of your Department?—Yes.

*The Chairman :—*Some of the other heads of the Departments did not see how this could be arranged.

The Witness—It might not be applicable to all promotions; for instance, a man promoted from tide waiter to landing waiter, where the duties are the same in both cases, would not of necessity be examined the second time; but supposing a landing waiter was promoted to be an appraiser, I would subject him to an examination as to his qualifications for the peculiar duties of waiter before giving him the position.

By the Chairman :—

Q. Even in cases where the duties are the same would not an examination be useful as showing that the applicant had fairly learned them?—It would be; a repetition of the examination would at all times be useful; and in making such an arrangement the better way would be to make it general.

Memorandum shewing number of Customs employés in each class of the Outside Service who were appointed when over forty-five years of age :—

| Classes. | Appointed when over 45 years. | Total of all ages. |
|------------------------------|----------------------------------|-----------------------|
| Collectors..... | 37 | 135 |
| Sub-Collectors..... | 47 | 123 |
| Surveyors..... | 2 | 17 |
| Appraisers..... | 16 | 33 |
| Clerks..... | 11 | 110 |
| Landing Waiters..... | 67 | 208 |
| Lockers..... | 14 | 47 |
| Tide Waiters..... | 14 | 78 |
| Preventive Officers..... | 44 | 122 |
| Tide Surveyors..... | <i>nil</i> | 5 |
| Registrars and Shipping..... | <i>nil</i> | 1 |
| Gaugers..... | 1 | 4 |
| Samplers and Weighers..... | 1 | 5 |
| Packers..... | 3 | 14 |
| Engineers and Firemen..... | <i>nil</i> | 2 |
| Boatmen..... | <i>nil</i> | 5 |
| Messengers..... | 3 | 9 |
| Inspectors..... | 1 | 3 |
| | 261 | 921 |

(Signed)

J. JOHNSON.

Commissioner.

CUSTOMS DEPARTMENT,
OTTAWA, 7th April, 1877.

THURSDAY, APRIL 5th, 1877.

Committee met.—Mr. CASEY in the Chair.

WILLIAM SMITH called and examined :—

By the Chairman :—

Q. You are Deputy Minister of Marine and Fisheries, Mr. Smith?—Yes, Sir.

Q. How long have you held that position?—Since 1867; since Confederation.

Q. At what time did you enter the Service?—In 1840.

Q. I mean the Canadian service?—In 1842.

Q. I understand you were at one time in the English service?—Yes.

Q. For two years?—Yes.

Q. What is the number of employés in the inside service of your Department?

—We have twenty on the staff and five extras. We find it is useful to have the extra clerks, and we do not always fill a vacancy with permanent employés, because we find good men among the extras. We sometimes get good work out of them at less pay.

Q. Are the duties of those extra clerks different from those of the permanent members of the staff?—No difference whatever; we utilise them for whatever they are suitable. We had one man who understands five languages, and we use him as a translator and to write a great many letters, as he is a fine writer. I try to exclude everybody out of our Department who is not a good writer. My principal object is to have men who are well educated, intelligent, and write well. I cannot tolerate having to sign my name to bad writing. I always look out for men and recommend them who are of steady, industrious habits and are good writers.

Q. Do I understand you to say that you have a certain amount of selection yourself?—It so happens that I have got a number into the office.

Q. Of your own choice?—Yes; I have recommended them. When a person applies to me to do anything for him, I make him write a letter of application applying for a situation, and I put that on record in the office. If he is a bad writer I never trouble any more about him. I would oppose him as much as I could.

Q. I suppose the extra clerks are paid less than the regular staff?—We just pay them according to circumstances. The man whom we use as a translator in the Marine Branch we took in at \$1.50 a day; we afterwards gave him \$2.00, and when he was about to leave for the purpose of doing better for himself we gave him \$2.50, and he is worth it.

Q. Do you think that in the inside service there could be a division of work into mechanical work as distinct from work requiring a special training. For instance, could you not call letter copying mechanical?—We do not confine the clerks to any particular class of work, but use them for all purposes.

Q. But do you think the work could be so divided?—No; we have indexing of books, which is very particular work, and a single mistake would cause great difficulty.

Q. And you want as good a man for that work as anything else?—Yes; but it does not require as good hand-writing as is required for writing letters.

Q. Have you much letter copying in your Department?—Yes; we have a great deal of copying.

Q. Could not that be made a grade by itself?—Not very well, because we utilise the staff according to pressure, and change them from one job to another.

Q. In England, I understand, they have a class of men called writers whom they pay so much a week?—Yes.

Q. Do you think that could be arranged in your Department?—Yes; we always have work enough for three or four of that class.

Q. Do you think, if such an arrangement were made, that it would be an advantage to your higher class of employees to be free from the mechanical drudgery?—We do not employ our high class officers in that kind of work.

Q. Would it be to the interest of the Department to set this mechanical work apart by itself?—I don't know that it would; because we begin them with that, and as they show an aptitude for other work we raise them to it. I think, however, that a class of men could be got such as they have in England, called writers, who could be used for that purpose, and paid by the week, and never promoted higher unless they were appointed permanently to the Service.

Q. Do you not think that that would, perhaps, be economy?—I think it would. We are virtually doing it now. We have five extra clerks in the office.

Q. I suppose that appointments to the inside service of your Department are made on the recommendation of the Minister?—I could tell you all the different appointments that have been made if you like. Speaking generally, however, I may say the Minister and myself confer on the subject. Sometimes the Minister has known of a suitable person, and sometimes I have.

Q. Then you have generally been consulted in regard to appointments?—Yes, Sir. I advertised once for a shorthand writer, and obtained a good one. I did not state in the advertisement that he was required for the public service.

Q. Is there any examination for entrance in your Department?—The law provided an examination, but it has never been carried out. I think we only have two

that passed an examination. I have sent persons over to the Examiners on several occasions, and told them to let me know when they would be ready to examine the candidates, but the law is practically a dead letter as it is at present.

Q. Can you compel them to submit to this examination before taking them into the Department?—The law says it should be done.

Q. But there are no special means of putting the law in force?—No; I have sent them over to the Examiners, but we have only two officers who passed an examination.

Q. What qualifications would you require in a clerk?—I would require him to pass an examination to prove that he was an educated man,—an examination similar to the one in England, but perhaps of not such a high standard.

Q. Will you please particularise a little?—I would have them examined in three subjects, and require them to pass in two out of the three: French, book-keeping by double entry, and shorthand, besides the ordinary essentials of an English education.

By a Member:—

Q. Would you make these optional subjects?—No; I would require them to pass in two out of the three.

Q. Would you make an examination of that kind compulsory?—Yes, Sir.

Q. Don't you think it would be difficult to get men under such a system?—If the Service was thrown open, there would be no difficulty in procuring plenty of qualified men eager to come in at small salary, provided there was a good prospect of promotion, and political appointments were abolished. The plan I would recommend is this: Have the Civil Service Commissioners appointed apart from the Civil Service, as, in my opinion, the present system of examination has proved a failure. I would have them outside of the Service altogether, professional men, and throw the Service open. I would let it be known that at certain days in the year they would sit at the different towns in the Dominion for the examination of candidates, the candidates, of course, to furnish information as to age, good character, &c., beforehand. Those passing the examination would be certified and their names entered in a book, and as a vacancy occurred in a Department, let the Minister and his Deputy examine into the history of any of those cases, and select men according to the position to be filled.

Q. You would have them selected according to merit?—According to what was wanted. I would have a list of passed persons from which to select.

Q. Indiscriminately, or according to merit?—They must have a certain standard.

Q. Suppose 1,000 marks is the maximum, and one makes 900 and 800?—We would have a minimum.

Q. Would you give the appointment to the man who is the highest on the list?—No; I would recommend that the Minister of the Department should select a man out of the list, after looking at the certificates and examinations, and finding out whether he would suit for the position. But he must come in through that door.

By Mr. McDougall (Renfrew):—

Q. You would give a discretionary power in the selection?—Yes; I would recommend discretion to select out of this list, because a man might be efficient in French and know nothing about shorthand, and we might want a shorthand writer. The man on the top of the list might not be the one we wanted.

Q. But the man you selected might not have passed as good an examination as the man on the top of the list?—I contend that the Minister of the Department should not be bound to take the man on the top of the list. Once a man got on the list he should be eligible.

Q. In the scheme you suggest there would be a minimum, and that all who passed that and got on the list would be eligible?—Yes; they would report so many men passed, and state in the report what their specialties were.

Q. Leaving to the Minister the power to select men for positions regardless of the number of marks they had?—Yes; when once the candidates have passed the Board and got on the book, then the Departments should have the privilege of selecting whichever one they considered most suitable for them, judging from his handwriting and other acquirements.

By the Chairman :—

Q. You know how the appointments are made under the English system?—They vary in the different departments.

Q. There is a uniform examination for all the lower classes, and the man at the head of the list after the competitive examination takes his choice of the positions vacant, and the next man his choice, and so on until all the vacancies are filled?—That would scarcely answer here, as there are not so many vacancies to fill. In a country like this, where the vacancies are so few, I think the best plan would be to select men as I have suggested.

Q. Would the Minister have any special facilities for knowing which man would suit for the position he might want filling?—He would have the report of the examination before him.

Q. Then you would have him go by the report of the examination principally? The Minister should not be obliged to take the man at the head of the list.

Q. But I understood you to say that you would have the Minister determine the qualifications of the man according to the report of the Examiners?—He would select men out of the list according as he thought they would suit him.

Q. But how would he ascertain whether they would suit him?—Well, suppose it was in our own Department, I might, perhaps, be assisting the Minister to make the selection. I should first look at the man's handwriting, as I think it very important that a clerk should write a good round, bold, legible handwriting. I would then look at his antecedents, ascertain what business he had been engaged in, if any, and the proficiency that he showed in the subjects in which he was examined. If we wanted a shorthand man I would see what examination he passed in shorthand.

Q. Would it not be well, however, to have a uniform examination for the lower grades and require those wanted for special position, such as shorthand writer to pass a special examination?—Yes; for copying clerks or writers a simple examination might be instituted.

Q. What is the rule for promotion at present in the inside service of your Department?—In certain classes they get an increase of \$50 a year, and a discussion usually takes place in Parliament every session as to the reason of such a great increase in the Estimates for the Service; I think that that might be changed so that no increase in the annual expense of the permanent staff need be necessary.

Q. Is any test required as a preliminary to promotion—any examination or other test?—No; if there is nothing objectionable they are recommended, and get the \$50 a year until they get to the top of the class.

Q. Is recommendation necessary for them to get this increase?—They get it every year unless they are reported against; we had one case, a good clerk and writer, who for certain reasons did not get it.

Q. What is the condition of promotion from one class to another; is any stated time required in each case?—It very much depends upon the report of the Minister.

Q. Does the power of promotion rest with you or with the responsible Minister?—The Minister.

By a Member :—

Q. All the responsibility rests with the Minister?—Yes; but of course most of the Ministers would be apt to consult the Deputies, who are with the men most of the time; the Minister has not the same opportunities of learning the peculiarities of the employés.

By the Chairman :—

Q. Could you arrange such an examination in your Department as would show a man's fitness for promotion from one class to another?—No; you require to judge from a man's industry, attention and correctness.

Q. Can a man at present, by special application and industry, hasten promotion; do the rules of the Service allow promotion to be hastened on account of special attention and efficiency?—No; I think not. In some Departments they get promotion more rapidly than in others.

Q. But speaking of your own Department?—No; I think not.

Q. What improvements could you suggest on the present system of promotion?—I would recommend that every one should come on the permanent staff through the Civil Service Commissioners; they should come in at the bottom of the list; there should be one list for the inside service, first-class, second, third, fourth, fifth, and so on.

Q. Making a uniform classification in all Departments?—Yes; I would allow them to be kept in any Department they suited, or move them about as the Government saw fit.

Q. Do you think the work in the different departments is of such a character as to admit uniform classification?—I do not think there is much difference.

Q. Now, as to promotion?—Having got them all on the list, I would take them up by seniority and salaries, as at present, and classify them. Then, if a vacancy took place, everyone would get a move upwards if he was eligible for it. If there was a report against a man, he would not go up, and the man below would step over him.

Q. Would you make a favourable report a necessary preliminary to promotion?—Yes; every man in order to get promotion should have a favourable report on each vacancy occurring.

Q. And he would not receive promotion, as a matter of course, unless this favourable report was made?—No; for instance if he was a drinking man he would be reported as unsuitable for promotion, and the man below would step over him.

By a Member :—

Q. Would you make a favourable report a necessary preliminary to promotion, or would you make an unfavourable report a check on promotion?—I would make a favourable report necessary. If that practice was strictly carried out it would amount to the same thing.

Q. Would you report according to seniority?—They would all go up by seniority.

Q. The man entitled to the vacancy would be reported on?—We would report on every man who would get a step up or an increase of salary.

Q. What would you do supposing the first man on the list was ineligible?—Just report his ineligibility. Then the question would come up: What about the next man? If he were ineligible also we would report him, and fall back upon the next, and so on. There should be something on record, however, to show why they did not get their turn.

By the Chairman :—

Q. You think that power should be given to move the man from one Department to another?—Yes.

Q. Has it frequently occurred in your Department that outsiders have been brought in to fill vacancies to which promotion could otherwise have been made?—I have nothing to complain of in that respect.

Q. Do you think such a practice injurious to the Service?—I think so. It would be better to have a plan of the character suggested, by which everybody could look forward to promotion without any increased expense to the Government, and without his looking to political influence to assist him.

By Mr. Macdougall (Elgin) :—

Q. Have you found out the disadvantages of this system of bringing in outsiders from your experience?—It has not occurred in our Department. I have no complaint to make. We have a good staff of men, and none have been brought in by outside political influence that I am aware of.

Q. How do promotions take place?—Departmentally. In some Departments a man may go up to a large salary all at once, without much length of service.

Q. Do you think that promotion should take place generally all through the inside service?—Yes; every vacancy that occurred in the Civil Service at Ottawa under such a system would give promotion to every one on the list below when the vacancy occurred, who was reported eligible for promotion; but employment might be given in the different Departments according to the suitability of the men.

Q. You would have the whole inside service regarded as one body for the purposes of promotion?—Yes.

By Mr. McDougall (Renfrew) :—

Q. I think the clerks commence at \$400?—The Act prescribes \$300, but I think we generally begin them at \$400.

Q. Would you suggest anything with reference to increasing the minimum salary and having an examination which would exclude all except men who would be worth the salary?—If you threw the Service open to competition and have candidates examined in the different towns, we would get as many men as the Service requires beginning at the lowest salary, viz., \$300.

Q. And able men?—Yes; young men.

Q. It is generally believed that the Service does not get as good men as the banks secure, and I would like to know if such a system would secure good men?—I think so. We get as good men in our Department as they have in the banks, but they have not come in through political influence.

Q. Do you think that any scheme whereby selection by patronage would be done away with as far as possible would be feasible?—Yes, and it would be more economical for the Government.

By the Chairman :—

Q. In regard to the outside service, can you give a brief idea of the different classes of men employed therein?—We have the officers of the steamers. They are selected partly by the Department and partly by recommendation. The recommendation of a good man by a member of Parliament would have a considerable weight.

Q. Are the crews selected by the captains?—Yes; generally speaking.

Q. How are lighthouse-keepers selected?—They are nominated by the member of the district, if he is a friend of the Government.

Q. Are no tests applied to ascertain the qualifications of the lighthouse-keepers?—No; we have a printed paper which we require them to fill in, and they are required to furnish certificates stating their age, whether they are able to manage a boat, and how their eyesight is. But this is a condition which follows appointment instead of preceding it.

Q. There is no examination made until after the appointment?—No. We recommend them to Council on the recommendation of the member for the district, if he is a friend of the Government.

Q. Are not other qualifications than those necessary for lighthouse-keepers in your opinion?—I think it would be better to adopt the English system.

Q. That is—?—Bringing them in on small salaries and increasing it, removing them from place to place to better positions as vacancies occur.

Q. What qualifications would you consider necessary for a lighthouse-keeper?—He should have good eyesight, and be able to handle a boat, and be something of a mechanic, so as to keep the machinery right, if it was a revolving light that he had.

Q. Is not the machineries of these lighthouses sometimes very intricate and easily disarranged?—Revolving lights are, but the others are not difficult.

Q. Is it difficult to manage a revolving light—does it require any special mechanical skill?—Not much, but the keeper has to be a careful, sober, industrious, attentive man.

Q. What other class of employés is there in your outside service?—We have agents and clerks. At different places we have an agent—at Halifax, Carleton, St. John, Quebec and Victoria—one in each.

Q. Whose duties are—?—To attend to the business of the Department under orders from Ottawa.

Q. Are there any special means taken for choosing these?—No; they have principally been selected by patronage. We take the advice of the member from the district. Lately we appointed an agent in British Columbia, and one in Prince Edward Island, and we took the advice of the members from the district, friends of the Government.

By Mr. Roscoe :—

Q. Three members or one ?—I think more than one in British Columbia, and in Prince Edward Island the advice of one.

Q. Is there any such thing as promotion in your outside service—has a man every chance for promotion from a lower to a higher grade ?—No ; not much ; in the River Police he might.

Q. How are they chosen ?—They are chosen in Quebec on the recommendation of members, and a report of the Chief of Police, as to their eligibility and suitability.

Q. And he is responsible for their suitability ?—Yes.

Q. Are they not appointed when a report is received from the Chief of Police as to their suitability ?—The candidate's name is sent to him, and he reports.

Q. Are they never appointed unless he reports them fit for the position ?—No ; in very few instances has a candidate been appointed against his report.

Q. And is the report always required as a preliminary ?—Well, we give him the name, and he reports upon it.

Q. I ask you the question whether his report is considered a necessary preliminary for appointment ?—No ; not in all cases, but it is generally speaking.

Q. By whom is promotion made in the River Police ; by the Minister ?—Yes ; and on the report. There is no absolute rule.

Q. But it is done by the Minister ?—There is no absolute rule ; but these remarks don't apply to Montreal, only to Quebec. At Montreal it has been under the management of Judge Coursol.

Q. By whom are these river police paid ?—By the Government.

Q. I thought there was a fund given by the cities for their support ?—No ; the ships are taxed three cents a ton, so that virtually the Government are trustees for the ships.

Q. We were speaking as to promotion of light-house keepers. Is a man ever removed from a poorer situation to a better one, or does he remain in the light-house to which he has been appointed ?—He remains in the lighthouse to which he has been appointed.

Q. Then, when a better place falls vacant, another man is taken on ?—Yes ; a member recommends him.

Q. Do you think it advisable to change that system and have promotion throughout ?—Yes ; I think any system better where there is promotion.

Q. Do you think the influence of political patronage in your Department and the Service generally is beneficial or otherwise ?—I think it would be more economical and more efficient if any system could be introduced, removed as much as possible from political patronage.

Q. Do you think also that young men of ability and industry have a fair opportunity of earning any prizes in the Service, such as they ought to have ?—They have very fair opportunities.

Q. Are there sufficient opportunities to make the Service attractive in your opinion ?—I think there are always a great many applicants for Government employment.

Q. But I ask you whether the opportunities are sufficiently attractive to young men who could get a good living in other employments ?—It is attractive enough ; it is very attractive. There is a great pressure brought to bear to get in. I believe if my plan was adopted of having a list ranging from \$300 a year to \$2,400 or \$2,800 a year, to which they could all gradually move up, there would be plenty of well qualified men trying to get in.

By Mr. Wright (Pontiac) :—

Q. What is the effect upon your Department and the Service generally of appointments to positions of comparative trust, to persons from the outside, instead of making them by a system of promotion ?—It has a depressing influence, and they feel much discouraged when an outsider is appointed over their heads when an office becomes vacant.

Q. Then what is the general effect, and do you know of any instances where dissatisfaction has arisen inside the Service by what is considered the undue promotion or appointment of one civil servant over the heads of the others?—I have had no complaints, but I hear people speaking of it. When a new man is brought in over the heads of the others I hear a great many comments upon it.

Q. When a man has been unduly promoted have you heard any general conversation which would lead you to believe that it tended to the inefficiency of the Service?—I don't know of any instance, but I have heard remarks such as any one would hear. I have no instance to mention in our own Department.

Q. The promotion of the inside Civil Service generally goes on by selection of the Minister, I believe, on the recommendation of the Deputy head?—Yes; but in the meantime they are all getting a gradual increase, until they arrive at a certain point. I don't say this system has worked badly. You ask me if it could be improved.

Q. I will not say it has worked badly. But has not that system preserved the patronage system?—Yes; everything is patronage where you select and appoint a man.

Q. Is there no way that you know of whereby that species of patronage and promotion, by irresponsible selection almost, could not be done away with?—Not unless my plan was adopted of having a list where all could take their rank and place, the same as in the navy, where they move upwards according to their order and the vacancies. I would commence by doing away with high salaries at the bottom of the list, but would increase them by progression.

By the Chairman :—

Q. Would you do away with the annual increase every year?—Yes. There would be so many at \$3,000 a year, so many at \$2,800, so many at \$2,600, so many at \$2,400 and \$2,200 a year, and so on; and when the top of the class was reached by an employé then he would take his place at the bottom of the class above him with an increase in salary.

By Mr. Wright (Pontiac) :—

Q. Is it possible or is it an advantage to have more than one examination?—I don't think it would be necessary in a small service like this. And even at \$300 a year at the commencement, there would be a large number of applicants to be examined as candidates for the Service.

By the Chairman :—

Q. Suppose there was a certain amount of work to be done in any one Department, and enough men could not be got to do it in that Department, would it be advisable to get men from the other Departments for the time being?—I don't think so. I don't think it is advisable to go to another Department for another man. The best way to do would be to get extra clerks.

Q. Do you think that class could be got here?—They could be got everywhere they are wanted.

Q. Can you give me any idea as to the number of the outside service?—Counting everybody, there are between 1,500 and 1,600 persons employed in the outside Service of our Department. The harbour-masters and shipping-masters get paid by fees; they are not paid by the Government, and they are appointed on the recommendation of members. There are no other examinations for outside people at all. We trust to the recommendations of the members.

(Signed)

WM. SMITH.

THE FOLLOWING is the number of persons employed in the Outside Service of the Department of Marine, on the 31st December, 1876 ; with remarks regarding their mode of being appointed.

| | | |
|--|-----|--|
| Superintendent of Lights, and Lightkeepers, etc., in Ontario and above Montreal..... | 101 | Superintendent not appointed on political nomination. He had, previous to appointment, acted for a great many years as assistant to the Superintendent. Lightkeepers appointed on political recommendation. |
| Officers of Agency in City of Quebec, and Lightkeepers, Fog-whistle keepers, etc., at and below Montreal, in Province of Quebec..... | 167 | Agent appointed to present office at Confederation, but had been in public service for some years previously. His clerks and the lightkeepers, etc., appointed on political nomination. |
| Agent, Clerk, Messenger, Superintendent of Lights, Lightkeepers, Fog-whistle keepers, etc., in New Brunswick..... | 71 | Agent, Clerk and Superintendent appointed by late Minister; the others appointed on political nomination. |
| Agent, Clerk, Messenger, Superintendent of Lights, Lightkeepers, Fog-whistle keepers, Attendants at humane establishments, etc., in Nova Scotia..... | 136 | All appointed on political nomination. |
| Agent and Lightkeepers in Prince Edward Island..... | 21 | Appointed at Confederation on political recommendation. |
| Agent and Lightkeepers in British Columbia..... | 15 | Appointed at Confederation on political recommendation. |
| Officers and crews of Dominion steamers and vessels... Examiners of Masters and Mates and Clerk to Chairman..... | 136 | Officers generally appointed on political nomination; crews on recommendation of captains. |
| Inspectors of Steamboats and Clerk to Chairman..... | 10 | Chairman appointed by late Minister; the other on political recommendation. |
| Harbour and River Police, Montreal and Quebec..... | 9 | The Examiners who were first appointed were appointed on political nomination. Vacancies now occurring are filled up on political nomination, after satisfactory examination. |
| Officers and Servants in Marine Hospitals..... | 75 | Chief Constable at Quebec in office at Confederation. The Constables were appointed on political nomination. The Chief Constable and constables at Montreal, on recommendation of Mr. Coursol, Commissioner of Police, whose office is now done away with. |
| Shipping Masters..... | 75 | Partly on political nomination; some in office before Confederation, however. |
| Harbour Masters..... | 18 | On political nomination. |
| | 83 | On political nomination. |

Number of persons employed in the Outside Service, &c.—*Concluded.*

| | | |
|---|-------|--|
| Officers of Observatories and Meteorological Observers receiving pay..... | 73 | The Director and officers of the Observatories at Toronto and Quebec in office before Confederation. The Directors of other Observatories appointed on political recommendation; the Superintendent of Meteorological Office appointed by late Minister; Meteorological Observers appointed on recommendation of Superintendent. |
| Receivers of Wreck..... | 24 | Appointed on political nomination. |
| Fishery Overseers and Guardians in Ontario..... | 83 | On political nomination. |
| Commander of the Fisheries Protection Vessel and crew..... | 26 | Commander appointed on political nomination; his crew, on his own nomination. |
| Fishery Overseers and Guardians in Quebec..... | 90 | On political nomination. |
| Inspector of Fisheries, Overseers and Wardens in Nova Scotia..... | 239 | do do |
| Inspector of Fisheries, Overseers and Wardens in New Brunswick..... | 110 | do do |
| Fishery Overseers and Water Bailiffs in Prince Edward Island..... | 32 | do do |
| Inspector of Fisheries in British Columbia and Overseer in Manitoba..... | 2 | do do |
| Total..... | 1,596 | |

TELESPHORE TRUDEAU called and examined :

By the Chairman :—

Q. You are Deputy Minister of Customs?—Yes.

Q. Have you been long in that position?—Ever since 1864.

Q. And you were in the service before that?—Yes, since 1860.

Q. Approximately, what is the number of inside and outside employés?—There are about 25 inside.

Q. How are these graded, by position or in classes?—Classes; first, second and third classes.

Q. Are appointments always made to the lowest classes?—Not always.

Q. Is the departure from that principle frequent?—Yes. You were speaking of first appointments: you mean Engineers, Clerks, etc.?

The Chairman: Yes.

The Witness: They are not very frequent.

Q. Are these appointments made by patronage, in the usual way?—They are made by the Minister on the recommendation of a member.

Q. I mean are the recommendations generally sent in by outside members?—Generally by himself.

Q. Are the rules of the Service quite strictly enforced with regard to these appointments as to examinations, etc.?—Yes; of late we have not been examining.

Q. Did you find that these examinations were of any particular use?—I would not like to rely entirely on an examination of that kind, but I think it is a very useful thing.

Q. But did you find any use in the particular examinations that used to be in force?—It did not seem to be carried out sufficient to try whether it was useful or not.

Q. What was the rule as to the examination of these inside clerks?—They are not promoted on my recommendation, but I am generally consulted.

Q. There is no examination preliminary to promotion, I suppose?—The examination may be during the whole time of the young man's service. When he discharges his duties efficiently, that is taken as an examination.

Q. It is a practical daily test?—Yes.

Q. Would it be possible to arrange specific examinations to show a man's fitness?—I don't think any examination is better than practical experience.

Q. With whom does the appreciation of the employés services rest— with you or the responsible Minister?—It differs from one Minister to another.

Q. Does the power of promotion rest absolutely with the person who is acquainted with the man's qualifications?—I have found as a rule that the Ministers are generally willing to be guided by a recommendation based on merit.

Q. That they were guided by merit?—Yes.

Q. Have you then had any trouble from political interference in making promotions?—I have not found it.

Q. Not with the regular course of promotion in your Department?—No.

Q. Do you find any difficulty in finding as many young men as you want for the clerkships?—No.

Q. Do you find any difficulty in finding the class you want with the particular qualifications you want. I don't mean at present, but as a general thing?—Young men come in and are able to do the particular work first given them, and then later as they advance to more difficult work their judgment is not always found equal to the duty. That is the only difficulty.

Q. You find they are generally fit for the lower grades?—Generally, but not always fit for promotion.

Q. Do you think that an examination as a preliminary to appointment would enable you to get a better class, and would exclude any of those young men found to be inefficient?—Of course a preliminary examination would secure educated men. But I don't think we have taken in any men that we would have sent back from an examination.

Q. As a general rule your entrance examination would improve the average of the recruits you get in your service?—I don't think so if you have appointments made.

Q. You mean that you would not have got any better than those you have at present, if you had an examination?—I mean that.

Q. What are the subdivisions in the outside service called?—Railways, construction of canals, construction of harbours, architects, &c. There is one department for construction and work on the canals, and then for the construction and work on railways, then for the construction of harbours, and buildings, architects, &c.

Q. Give me the names of the Heads?—The Chief Engineer of all the hydraulic works is Mr. Page; the Chief Engineer of the railways is Mr. Fleming; the Chief Architect is Mr. Scott. The work on the railways would be under Mr. Brydges.

FRIDAY, APRIL 6th, 1877.

Committee met.—Mr. CASEY in the Chair.

J. GEORGE HODGINS, Esq., LL.D., called and examined:—

By the Chairman:—

Q. You have prepared some notes on this subject?—Yes; I have done so, as requested, and as the result of a long experience. I think I am one of the oldest members of the Civil Service; I have been 33 years in the Service, having been appointed in 1844.

Q. What is your position?—Deputy Minister of Education for Ontario.

Q. Have you been in the same position since your appointment?—Yes; but under another name. The title was originally that of Deputy Superintendent of Education. On the appointment of the Hon. Mr. Crooks as Minister of Education in Ontario, I was appointed Deputy Minister of Education. I have confined my remarks entirely to our own Department, as far as the present system is concerned. The paper I have prepared reads as follows:—

CIVIL SERVICE—ONTARIO EDUCATION DEPARTMENT.

For the last twelve or fifteen years, or more, the system of appointment in the Education Department of Ontario has been very simple and effective. It has been also most satisfactory in its results.

There are at present about twenty-four employés in the Department. As a vacancy occurs, we generally apply to the head master in the Model School to recommend the names of two or three youths from 16 to 20 years of age, whose character, deportment, and success in the Model School has been most marked, and whose varied ability for the position of a clerk in the Department is, in the judgment of the master, unquestioned. From these recommendations the selection is made, and an appointment on trial for three or six months is made. The salary is from \$200 to \$250 a year, according to age and ability, subject to a periodical increase, as regulated by the Civil Service Act of the late Province of Canada.

The youth employed is put in charge of the head of a branch—chiefly the Depository Branch of the Department—and he is required to do all kinds of work (not menial). As he develops capacity, he is placed in such Departments of the establishment as seem most fitting. Promotion is determined solely according to merit; length of service, fidelity, industry and application being taken into account.

The discipline adopted is kindly, but very strict. Nothing is allowed to be taken for granted; and for every mistake or omission of duty, full explanation is required either orally or in writing (chiefly the latter). Disobedience to orders is followed by immediate suspension and loss of salary for the time. The authority of the Head of each branch in the Department is supreme, subject to appeal to the Deputy Minister, who rarely has occasion to bring any case before the Minister of Education.

At present the salaries of the clerks, after a certain time has been reached, is subject to no fixed rule. No superannuation is at present provided. In consequence of these two omissions, the Department has unfortunately been subjected to the average loss of two or three of its best trained men every year for several years. And this compels us to keep a larger number in training than we could do with were the efficient men retained.

A very kind and courteous spirit, as between the young men, has for many years existed; and no personal disagreement has interposed to prevent the satisfactory and harmonious working of the several branches of the Department.

On the assumption of the post of Minister of Education in March of last year, I submitted to the Hon. Mr. Crooks a scheme of regulations for the internal management of the Department and its various branches, which, after some verbal alteration, was adopted by him. I append these regulations herewith. They were suggested as the result of several years experience and were, during Rev. Dr. Ryerson's incumbency, practically acted upon.

The advantages to the public service which have resulted from the system adopted by the Ontario Education Department have been most marked and satisfactory. We have, with great advantage, got rid of political appointments, and of unknown and untried men. We have also been enabled, by one system of training, to put no man in charge of a branch of the Department who is not practically familiar with all of its details. When there he is made responsible for its proper working and efficiency.

In order that strict supervision shall be exercised over the various branches of the Department, it is arranged that everything, at one stage or other of its progress, shall come under the personal notice of the Deputy Minister, and no one can be absent without his knowledge or permission.

Sometimes, but rarely, when we fail to get a suitable youth in our model schools we obtain them by anonymous advertising and subsequent selection, after personal inquiry and proof of ability, character and competence.

I believe it to be the opinion of the Minister of Education that the Department, under the regulations and mode of appointment adopted, has reached, if not the highest state of efficiency, yet efficiency in a very high and satisfactory degree.

(Signed) J. GEORGE HODGINS,
Deputy Minister of Education for Ontario.

Ottawa, 6th April, 1877.

Q. Are the young men taken from the Model School merely on the recommendation of the Head, or do you examine them for your own satisfaction?—We do not re-examine them, because they are subject to a written examination at the school, and that evidence is sufficient. It may be produced if required. No one is appointed unless he has taken a very respectable position in the highest form of the Model School, so that we are certain their literary qualifications will not be inferior.

Q. Do you ever find that young men who are appointed on account of high literary qualifications are practically inefficient?—Yes; it does not at all follow that because a youth is successful as a student, he, therefore, possesses the particular capacity for work which we require from him in the practical details of our office. He may be slow or careless; and in our Department nothing is allowed to be taken for granted. He must be certain of what he does in everything. If he makes a mistake at all, he is required to give an explanation orally or in writing. Every branch of the Department is subject to the careful oversight of its Head. As the result of my experience in the matter, I may say that it is utterly impossible to make any Department efficient unless the Deputy Minister is cognizant, more or less, of all the details of the work, and everything should in some form come under his notice.

Q. You say that promotion is altogether by merit; how do you judge of that—simply from your own personal observation?—Yes: and from the report of the head of the branch.

Q. The man's immediate superior?—Yes; but that is not in all cases sufficient. I must be perfectly satisfied myself of the fact of the man's efficiency.

Q. Have you ever tried the experiment of requiring an examination as a preliminary to promotion?—No; from the very fact that we must have already the practical evidence ourselves that the youth is qualified for the position to which he may be promoted. For instance, if he wishes to take a higher position, he is required to perform the duties pertaining for some time before he is actually appointed to it, or he is appointed on trial for a fixed period.

Q. Then promotion is generally made on your recommendation?—Yes; my recommendations under the circumstances which I have stated, have never been called in question.

Q. Do suspension and dismissal follow the same rule?—The head of the branch has the right of suspension, subject to an appeal to me in all cases. Of course if my decision is adverse to his restoration, he has the right of appeal to the Minister himself, but I know of no case of appeal to him in any case.

Q. Do you think that the placing of this power in the hands of the permanent Head of the Department is conducive to discipline?—Yes; it is all important to do so, subject to appeal, and I will give you my reasons. The permanent Head knows all about the particular duties to be performed, and whether the duties are well or ill-performed, which the official or political Head could not possibly know. With the knowledge that an appeal would be against his decision, he would necessarily act with judgment and fairness.

Q. And, according to your experience, the result has been good?—Yes; it has been most salutary.

Q. You mention that there is no superannuation in your Civil Service, and that you thought that was one reason why you lost some good men?—Yes; that and the uncertainty of promotion and salary.

Q. Do you find that the certainty of promotion for merit is any attraction to a good class of men?—I am perfectly certain of it; I have met with so many cases of that kind in my experience that I know it to be a fact.

Q. Do you find young men willing to go into the Service at a low salary on account of the chances for promotion?—Yes; they generally come in with us at a salary of \$200 to \$250 a year.

Q. That is a much lower salary than they pay here (Ottawa) at the beginning? Yes, I know it is; but ours are younger men.

Q. Do you consider, from what you have seen, that the hope of promotion for merit is as strong an inducement to young men as a large entrance salary?—I think it much stronger; because, as a general rule, young men living in the city with their parents do not look upon salary at first as of so much importance, as upon the chances for promotion. As they get on in life they want to support themselves and like to look forward to something better in the future than junior clerkships. I have now a private letter from one of our most efficient men, and he gives me that as a reason for leaving the service.

Q. Do you invariably take men into the lowest grades?—Yes. One or two special cases have, however, occurred, which form the exception to the rule, as all rules have an exception. The eyesight of one of our young men, who has important duties to perform, is failing, and he will have to get leave of absence to consult some eminent oculist. In that case, we shall be called upon to put a specially competent man in charge of his department, or as an assistant, in view of ultimately taking his place, should he unfortunately fail in effecting a cure. But that is an exceptional case.

Q. You sometimes find young men inefficient who have passed good examinations; can you give any idea of the percentage?—It is very small—so very small that it is reduced probably to the minimum, from the fact that we exercise great care

at first. When a young fellow has been in the Model School for five or six years, the master is generally able to tell something about his habits—whether he is reliable, quick and industrious, and has an aptitude for understanding things so as to be able to take a subordinate position at once. We, therefore, avoid the chances of getting unsuitable young men, to a large extent. My own experience is that the acquisition of knowledge and the possession of a good degree of it, is not a sufficient recommendation, apart from the other qualifications I have mentioned.

Q. How long does it take you to form an idea of a young man's practical usefulness?—Probably three months. But it generally takes two years for him to become so accustomed to the duties that we can see with certainty that there is something in him, and can recommend him for promotion.

Q. Do you think from what you have seen in your own experience that the average of practical ability, general character and usefulness, is apt to be better among an educated class of young men obtained in the manner you get them than if they were obtained by political patronage?—Yes; I would not have them through political patronage at all. It is a lottery system—painfully uncertain. My own experience is that our system of early training is essential; and in an educational department it is essential that the employés should, as they are supposed to, be educated and well trained.

By Mr. Roscoe:—

Q. This system is only carried out in your own Department?—Yes; so I believe. The great difficulty I understand in having a Civil Service system with me is, that the employés are of unequal merit in the various Departments. I have, however, no personal knowledge of the subject and only repeat what I have heard assigned as a reason for having no Civil Service organization.

By the Chairman:—

Q. Do you mean that the quality of the men is so different?—They are unequal from the fact that several of them have had no training and are the result of political appointments. They are personally excellent men, and all that you can desire as gentlemen; but many of them have had no such training as we give, and which I regard as so very essential.

Q. Have you considered the question of competitive examinations as practised in England?—Oh, yes; that has often been considered and talked of; but it fails to touch the real want of the Departments; that is, efficiency for the particular branch in which you wish to put a young man. It is all very well as to theory and as to education, but it does not work well in practice. For instance, we might want a young man to act as what we call clerk of record and reference, who has to put away and get documents when required, relating to any case that may come up. There are cases which involve references to from five to twenty documents, and the young man must be expert in his duty and be so thoroughly trained in that branch that you can depend upon him getting the whole of those papers in the shortest possible time. No competitive examination could qualify a young man for any position of that kind which requires expertness, thoroughness and practice.

Q. Could any system qualify him for that position without experience?—Not without experience. You really have to train them for all such special duties. A novice could not undertake such duties.

Q. What do you think of the competitive system as a means of getting raw material for the Service?—It might answer where there are not the facilities which we possess. In the absence of some such facilities, you must fall back on some such competitive system. If we had not our Model School, or could not get youths fresh from some educational institution, an examination of that character would be absolutely necessary.

Q. Then, you would rather take them by competitive examination than by nomination?—Oh, yes; there is no comparison between the practical efficiency of the two systems—that is, if efficiency in the Public Service is desirable.

Q. We have had a recommendation to adopt a scheme of holding "qualifying" examinations from amongst the successful candidates, out of which members of the

Civil Service should be chosen at the will of the Minister. What do you think of such a system?—I think there is one difficulty in the way of carrying out that system which would be fatal to its success. From the fact that such an examination would merely give the passed men a sort of *quasi*-official status, you would get in a shoal of aspirants to office whom you would be sorry to see in the Public Service. Besides, the moment you get a number of young men nominally “qualified” for positions in the service, personal solicitation and influence would be brought to bear upon members of the Government to get appointments; and after that a “competitive” examination, as a condition, would be subject to such silent influences, that they could not well be resisted to prevent an unsuitable appointment.

Q. We would, in fact, be thrown back upon patronage?—Yes; under the guise of a competitive system of examinations. Another objection to the system would be this:—A great many might come up to a fixed standard, and pass. If, however, in the first place, you pitted one man against another, and said, “The best men only shall receive appointments,” you would then put all of the candidates on their mettle to take the highest rank. There would be no such impulse to excel under a merely “qualifying” examination. I look upon it somewhat in the same light as the examination for a third-class teacher. Anybody may pass and become a third-class teacher; but when it comes to a competition for the higher grades, you only get the better class of men to succeed. You cannot make the mere “pass” examination anything like as strict as the formal or strictly competitive examination would be. Even if you should put the same subjects down for candidates in the “qualifying” and competitive examinations, yet when you came to compare paper with paper of answers in the competitive examination, you would be compelled to take the very best; whereas, in the other case, if the candidates came up to the maximum simply, you could not refuse to pass them.

By the Chairman:—

Q. Referring to school teachers, is it not the case that a school teacher who does not succeed in passing for the second-class within a certain time is thrown out altogether?—No; he may, on the recommendation of the Inspector, receive the third-class certificate on his second-class papers.

Q. Is there not a rule, that you are allowed to drop them altogether?—Oh, yes; but practically speaking, such men if they do pretty well, get their third-class certificate renewed for a year for unless you do so you put the teacher out of the profession altogether.

Q. Can you tell me roughly how many school teachers are paid in Ontario in a year, as a rule?—I think there are about one thousand.

Q. Each year?—Yes; of all grades.

Q. These young men are all of a class who would be sufficiently educated for the ordinary work of any Department in the Civil Service?—I think that the second-class men would be ordinarily superior. I don't know a single young man from the highest form of the Toronto Model School who is not ordinarily very much superior to the third-class teachers.

Q. My reason for asking you was to see whether one could reasonably expect 300 or 400 well educated young men from the class of teachers who would be able to enter the Service every year?—I think so; especially from the fact that under the recent school legislation of Ontario, teachers will be required to get more thorough training in the elements of a good English education so as to fit them for the official practice of their profession; and the literary qualifications required in the immediate examinations of the High Schools will be equivalent to the literary acquirements of second-class teachers. Then again the Normal Schools will be confined more strictly to the preparation of teachers in a professional capacity, so that the means now available for providing a large class of ordinarily well-educated teachers will be in full operation within a year; we shall then be in a much better position than before to give you a large class to draw from, should you wish to recruit from them for the public service. The High Schools too, will be made much more efficient than ever, for the reason that in the Local House, by a two-third vote, it was made compulsory

upon County Councils to give an equal amount to the Government grant for high schools. These High Schools will now be compelled to confine themselves more strictly to their legitimate work, which will be to provide a class of well-educated men for the ordinary duties of life, and for higher rank in the profession of teaching. You may, therefore, reasonably look forward to a much larger supply of well-educated young men in this country.

Q. What is the average of third-class teachers' salaries when they first enter the profession?—It is not much more than \$250, and \$300 would be a capital salary; but when you go to the Normal School, the lowest you would get would be about \$400.

Q. Do you find that your teachers are drawn pretty equally from all classes of society?—It is chiefly from the farming community. The whole system of education, from the primary school to the university will be organized within twelve months on a footing of almost complete efficiency. We have reached that point at which we shall not stand still, and the machinery in operation will, I trust, produce such gratifying results that you will find in five years there will virtually be a revolution in our school system. Our whole effort has been to keep these young men in the profession; the whole of legislation for the last five years has been in that direction. Teachers or persons acting as such have heretofore made this profession but a stepping stone to something better, and we have been shaping our efforts to bring about a different result. I have no doubt but that the supply of well-educated young men will soon be largely increased, while at the same time the character of the profession will be correspondingly raised. There are inducements held out to teachers to remain, in the hope of getting the highest positions in the profession—that of County Examiner and County Inspector—the highest position is that of County Inspector, and that position is reserved exclusively for teachers.

By Mr. McDougall (Renfrew.)

Q. Supposing there were two candidates for a particular position, in which neither had had experience, would you not prefer that one who gave evidence on an examination that he possessed a fair knowledge on general subjects?—I would at once take the man who gave evidence of general information on all subjects, because his faculties would be quickened and he would be able to pick up matters of detail quicker.

By the Chairman :—

Q. Of two men equally experienced you would choose the man who had the best education?—Yes; certainly.

By Mr. McDougall (Renfrew) :—

Q. Do you approve of a qualifying examination and then being appointed at the will of the Head of the Department?—I think that would be fatal. My particular objection to that system, if applied to one Department, would be that if a maximum was fixed upon, and that was passed by a number of candidates, the Head of the Department could not refuse to admit them. But when you have a competitive examination you only choose the best men. The moment a man was qualified, if he had to pass a second examination, influence might be brought to bear to get him through in some way. And there is one thing which should not be lost sight of, and that is that the Civil Service is different now from what it was years ago. It requires higher and better qualifications than before, because new questions of administration more important are constantly arising. The higher officer in the Service would find that without a thorough training he cannot keep himself up with them. A man in the position of a Deputy Head of a Department ought to be familiar with the new and delicate relations which exist between the local, the central, and home Governments. He should also be acquainted with questions of finance, legislation, political economy and kindred subjects, as his Department would have to deal with them. In our own Department there were a great many legal questions which previously had not arisen and I found myself compelled to qualify in this respect. The gentleman next to me had also done the same. Many difficult and delicate questions would naturally arise with the growth of the Civil Service. I would, therefore, require young men to qualify themselves in those particular subjects which must necessarily come up in their Departments. It is absolutely necessary to see that a

man is thoroughly and systematically trained. One man who is thoroughly conversant with all the branches in a Department is worth half a dozen otherwise. I do not know that any question is of more practical utility in the Civil Service than the question to which I referred. The Committee are engaged in a very important work. The great question of the reform of the Civil Service is agitating official circles in the United States. I made it my special business to inquire whether this was a mere political cry. A gentleman connected with the department at Washington told me that it was not so, but that they had the same difficulties that we have here, and would give anything to get rid of them.

By the Chairman :—

Q. You are probably aware that there was a Civil Service Bill in 1872?—Yes ; and the people must be educated up to it. By the standard being raised there would be greater efficiency, and each of the civil servants could get a higher salary than now, as the business of the country could be performed by a less number than at present. A great misfortune is that there are too many in the Civil Service of untrained men, owing to a thorough want of system.

APPENDIX TO THE EVIDENCE OF DR. HODGINS.

EDUCATION DEPARTMENT, ONTARIO.

Regulations, sanctioned by the Honorable the Minister of Education, to be observed by the Officers, Clerks, and all others concerned.

The following shall be the divisions or branches of the Education Office :—

I. The Departmental.—Comprising :—

1. All matters coming directly under control of the Minister, or Executive Council.

2. All matters involving the policy of the Government on educational subjects.

3. Official decisions and other special acts of the Minister of Education.

NOTE—All correspondence arising in this Branch shall pass through the Secretary of the Department, as may be directed by the Minister, or, in his absence, by the Deputy Minister.

II. The Administrative Branch.—Having to do with the administration of existing High and Public School Laws and regulations, and various routine matters of the office, shall be under the personal supervision of the Deputy Minister, subject to such directions as the Minister of Education may from time to time give.

III. The Financial Branch.—The details of this Branch shall remain in the hands of the Accountant, under the supervision of the Deputy Minister. All financial matters shall be submitted to the Minister, except where specially provided for by law, or already prescribed. The expenditure shall be supervised by the Deputy, and the accounts, when approved by the Minister or Deputy, shall be sent for payment to the Treasury Department by the Accountant.

IV. The Depository Branch.—Shall be conducted, as heretofore, under the direction of the Deputy, subject to the control of the Minister of Education.

GENERAL REGULATIONS RELATING TO INTERNAL ECONOMY.

1. The Deputy Minister shall be responsible to the Minister of Education for the internal management and economy of the Education Office, Depository, Museum and grounds around the buildings, and for the due and faithful discharge of duty on the part of officers, clerks, messengers, gardeners, engineers and all others employed, who shall be subject to his orders. He shall also have the supervision of the Ottawa Normal School, and of the Toronto Normal School, so far as this relates to the current expenditure, and matters of routine and detail, not necessary to bring before the Minister.

2. The office hours shall be :—

(a). *For the Seniors*—From 9 a.m. until 4 p.m., including lunch hour. Where the lunch hour is not taken, the hours shall be from 9.30 a.m. to 4 p.m.

(b). *For the Juniors*—The hours shall be from 8.50 a.m. to 5.30 p.m., including the lunch hour, or where the lunch hour is not taken, from 8.50 to 4.30 p.m.

(c). *For the Depository*—(As a business establishment) the hours shall be from 9 a.m. to 5.30 p.m., (except during the busy seasons). The "Juniors" shall be in their places at 8.50 a.m. The regulations as to lunch hour, and as to "Seniors," shall apply to the Depository, except that some responsible officer and clerk shall always be left in charge during Depository hours. It is understood that during a pressure of work these hours may be lengthened, and that each officer and clerk shall do his own work, as may be assigned to him. On Saturdays the hours for the Seniors shall be until 1 o'clock, and for Juniors and those in the Depository until 2.30 p.m.

3. Any questions arising under these General Regulations shall be decided by the Deputy Minister, who (for disobedience, or other cause) shall have power to suspend from position and salary any Clerk, Messenger, or Servant until the pleasure of the Minister is known.

4. In the absence of the Deputy Minister, his functions shall, for the time being, devolve on the Secretary.

NORMAL AND MODEL SCHOOLS.

1. The Principals of the Normal Schools shall be responsible to the Minister of Education for the success and efficiency of the Normal and Model Schools under their charge.

2. The Masters, Teachers and all others employed in the Normal and Model Schools, shall be directly responsible to their respective Principals for the due and faithful discharge of their duties.

Approved.

(Signed) ADAM CROOKS,
Minister of Education.

EDUCATION OFFICE,
TORONTO, 28th Feb., 1876.

SATURDAY, April 7th, 1877.

Committee met.—Mr. CASEY in the Chair.

Mr. TRUDEAU called and further examined :

By the Chairman :—

Q. I understand you have prepared a memorandum in regard to the system pursued in your Department?—I have. It is as follows :

Memorandum submitted to the Civil Service Committee.

The parties holding office in the Department of Public Works are :

1. Head Office Staff,
2. Engineering Branch,
3. Architects' Branch,
4. Canal Working Staff,
5. Railway Working Staff.

1. The appointments have been made in some cases by Order in Council, in others by the Minister ; in both cases generally on recommendation.

2. The senior Engineers and Architects are consulted when professional men are engaged.

3. Salaries of the office staff are determined in accordance with the Civil Service Act.

4. The salaries of professional men are, in each case, the matter of special determination, in which length of service, previous experience, and aptitude for the position are considered.

5. Promotion of junior officers is made generally as vacancies occur, by the Minister, on the recommendation of the senior officers, who submit the claims of the party recommended, as established by his past career, giving a detail of what may be held to be his title to consideration, and setting forth the work which has been performed by him, and the mode in which it has been done.

6. The organization of the general office is such that every man has a special duty to perform, for which he is responsible; the amount of his work having been established accordingly as experience has shown the extent of labour which his duty entails. It is generally found that, when one person is absent from sickness or on leave, in order for the work thoroughly to be kept up, those remaining in the office have to work extra hours.

7. It has been suggested that expectations should be held out that the highest offices in the permanent staff can be reached by young men of good education, so that they should be encouraged to enter the Service at a low salary to make their way by capacity and good conduct, and that a competent man in one Department could be promoted into another Department.

8. I myself agree with the opinion that it should be understood that the vacancies in the higher grades should be filled up as much as possible from the ranks of the Service.

9. This theory does not take account of those who fail to gain the first offices. Many deserving men must, necessarily, come within this category when there are but two or three of the higher offices to fill.

10. Therefore, the secondary positions should receive such salaries that they should be desirable situations in themselves and should be looked forward to as substantial rewards for industry and capacity.

11. There are objections to an officer being transferred from one Department to another, except under special circumstances. The information and experience gained in one line of the Service is seldom of use in another, the work itself being special and best fitted for the field where it has been obtained.

12. The Superannuation Fund, extending provision to old age and infirmity, may lead many to seek employment in the public service, but it scarcely influences the very young.

DEPARTMENT OF PUBLIC WORKS,
OTTAWA, 7th April, 1877.

Q. With regard to paragraphs one and two, do I understand that appointments were ever made and affirmed by the Minister without reference to the qualifications as a whole?—Yes; lock-keepers and men of that kind.

Q. By whom are those people generally recommended?—When it is a mere work of labour, the members are consulted. When professionals are to be appointed members of the same profession in the Department are consulted.

Q. When professional men are to be appointed, from whom does the original recommendation come?—If it is an engineer who is to be appointed, the Chief Engineer of the Department generally informs the Minister that he wants an engineer, and the Minister generally asks him whether he has anybody to suggest.

Q. Is it not a fact that the recommendation in all cases, as a rule, comes from members, although the engineer may be afterwards consulted as to the man's fitness?—Not in regard to professional appointments. Ministers may be consulted in regard to these appointments, but I do not think that their recommendation is what the Minister bases his decision on.

Q. Does not the first suggestion of the man come as a rule, from members?—Not in regard to professional men.

Q. You think not?—Yes, sir.

Q. The first suggestion of the individual to fill the position comes from somebody in the Department?—Yes; because the engineer or architect-in-chief is the first man who is aware that a vacancy has occurred.

Q. But does he generally suggest any individual to fill the vacancy?—Yes; he generally knows what the Minister will ask him, and he is prepared to answer the questions.

Q. Then it is generally on the recommendation of the heads of the scientific branches that men for those Departments are appointed?—Yes, sir.

Q. And not by political influence?—Yes, sir.

Q. How far does political influence enter into those appointments?—I do not think it is perceptible in professional appointments.

Q. Now, with regard to paragraph 4, you say that the salaries of professional men are matters of special determination?—Yes, sir.

Q. Whose advice is asked on this point?—That of the head of the branch.

Q. The head of the particular branch?—Yes, sir.

Q. Have you ever known political influence to have any effect in this connection as to the arrangement of salary?—No, sir; I have not.

Q. I will now refer to paragraph 5. Is it not a rule of the Department that vacancies shall be filled by promotion whenever possible, instead of bringing in outsiders?—We have been following that rule of late years, but we have had very few appointments.

Q. Have you followed that in the office?—Yes; there have been several advanced.

Q. But has it been the rule to do so?—It is the understanding.

Q. But is it the practice?—Yes; it is done.

Q. You mean that outsiders are not brought in over the heads of others in the Departments?—Yes, sir; they are not. We have not had any appointments at all lately.

Q. You say that the promotion of junior officers are made generally as vacancies occur. Do you mean that that rule applies to the junior officers only, or applies throughout the grades?—For a number of years we have not had a high official appointment in the Department of Public Works. It has so happened that no vacancies have occurred.

Q. In speaking of junior officers, how high up would you go?—To the junior second class, for instance.

Q. Are officers above that grade promoted in the same way on the recommendation of the senior officer, or are they promoted by seniority?—Their promotion is not by seniority, it is by merit.

Q. On recommendation of the chief?—Yes, sir. When there is to be a change of salary or a change of position, and I approach the Minister with my recommendation, I do not simply lay before him a bald statement, but I submit to him specimens of the man's work. For instance, I call to his mind, that the officer recommended performed certain duties which probably came under the notice of the Minister before.

Q. You do not then, in general terms, say that you consider so and so the best man to promote; but you give reasons?—Yes, sir. I give reasons.

Q. Do you find that your recommendations are generally carried out?—Yes, they are. I do not believe that it is simply because I recommend them, but because the recommendations I lay before the Minister are appreciated by him.

Q. I will now refer to paragraph 6. To whom is the man responsible; to his next superior?—The men are responsible from one to the other in the order of grades.

Q. I conclude from this paragraph, that you have no more men than are sufficient to do the work in the office?—There are two classes of men in the office. One set of men are engaged—and are well adapted—to keep a record of the correspondence as

it goes along; others are kept as letter-writers. We have a very large correspondence and the number of our corresponding clerks must be equal to the greatest emergency. We find that our corresponding clerks are always engaged.

Q. Do you mean that you have to keep on hand some corresponding clerks who are not continually employed:—No, sir. It is done in this way. When the correspondence becomes very large some of the copying is done by outsiders—some of the engrossing I mean.

Q. Then you bring in some copying clerks to do correspondence for the time being?—Yes; to write it out neat and copy it.

Q. Would you require as highly qualified men for this work of copying or engrossing as you have called it, as for other work?—There is not much of that done. Letters are generally written off hand.

Q. But don't you copy letters and documents you receive?—Oh, yes.

Q. Are they copied by hand?—During the Session we employ women by the day to copy. When there is work, they are paid, and when there is no work, they are not paid.

Q. Do you find that they are as efficient as men?—I do.

Q. Do you have to pay them as much?—We pay them \$2 a day, and we find that they do well.

Q. You do not pay them by the folio?—No, Sir; by the day, and the quantity of work they do is audited.

Q. You have a certain check upon them?—Yes, Sir.

Q. How many women have you at present?—I think we have nine.

Q. Do you pay them less than you pay men for the same labour?—No, Sir; they are paid about the same as men copyists.

Q. With regard to paragraph seven; do you consider that the expectation of promotion would be an increased attraction to able young men to enter the Service?—My theory is that there should be always something to struggle for as an inducement. If young men thought that by mere length of service they would arrive at a certain position, whether they performed the duty or not, they would not take the same interest in their work.

Q. Then a system of promotion to ensure efficiency should include both seniority and merit?—Yes, Sir.

Q. Do you think that such a system of promotion would be attractive to able young men to enter the Service in the first instance?—I think so; it would ensure them, if they were attentive, of getting a certain salary when they were 50 or 60.

Q. Do you think that such a prospect of promotion for merit would be a greater attraction than the mere increase of the minimum salary on entrance?—It would be better, I think.

Q. Do you think that it would be better to increase the attraction by raising the entrance salary, or by increasing the chances of promotion?—I think the salary for a young man entering should be as low as possible, with speedy chances of improvement.

Q. What do you mean by paragraph 9?—What I mean by that is this: That if the reward is high up, and there are two or three deserving men, one man may reach it, and the others, equally deserving, may remain behind, and then those men have missed the objects of their life.

Q. You think the higher offices are too few to excite healthy competition among the men?—Yes, Sir.

Q. With regard to paragraph 10, do you think there would be any large number of secondary positions?—No, Sir; I do not think that the number would be large.

Q. Would what you speak of in paragraph 11 apply to the junior grades?—Not so much in the junior grades.

Q. Do you think it would be, among the lower classes of clerks, for instance, to have free promotion from one Department to another without disarranging the work?—From certain Departments to certain other Departments. It would be very little advantage, for instance, to promote a man from our Department to that of the Minister

ter of Justice. There could not be much objection where similar duties could be performed.

Q. Do you not think such a consolidation of the Service for purposes of promotion would give more rapid promotion?—Yes; if it were confined to the lower grades.

Q. Do you think the prospect of a superannuating allowance ever induces men of poor health to seek employment as a sort of means of insuring provision for their old age?—I am sure there is no such influence upon young men; I don't think men seek employment in the Civil Service largely because of that.

Q. I don't say largely; but don't you think it is an inducement for weakly men to enter the Service?—It would be natural to say so.

Q. Is any medical examination required of candidates in your Department?—No.

Q. Do you not, as a general thing, think that they remain in office to a considerable age; or do you think they wear out rapidly in the Service?—I do not think they wear out faster than in any other Service.

Q. Is there anything particularly trying on the health in your Department?—No.

Q. What would you consider the requisite qualifications for candidates in the professional branch of your Department?—They would have to be efficient clerks.

Q. Do you not think it would be advisable for them to know the two languages, English and French?—It is far better; it would be very useful. Of course every candidate would have to read and write correctly, and understand the arithmetic. I think that some consideration should be given to a man who knew shorthand. I think it ought to be some positive inducement to young men to know shorthand; it is exceedingly useful. A young man at a very low salary can take off a report dictated by a man who would probably take two or three hours to write out what a shorthand writer would do in an hour. A superior man would then have much greater time at his disposal.

Q. The possession of shorthand by a clerk, then, would save a great deal of time?—Yes; I think through the Service something should be done in that way. We have three or four in our Department, and I find them exceedingly useful.

By Mr. Wright (Pontiac):—

Q. So, then, a knowledge of shorthand would entitle a man to appointment in preference to another?—Yes, Sir.

By the Chairman:—

Q. Generally, do you think it would be well to require an examination to test a man's general education before appointing him to the Service?—Yes.

Q. Taking a number of candidates equally unacquainted with the work they were to be put at and totally inexperienced. Do you not think that the better educated man should have the preference?—Of course.

Q. So that if you had a number of men equally acceptable in other respects and equally unacquainted with the work they were to perform, you would be inclined to give the preference to the best educated men?—Undoubtedly.

Q. Do you think that a system of appointment on the ground of educational acquirement, character of course being previously ascertained, combined with a probationary appointment on time for a year would improve the general character of the Service?—Of course; I can only speak as far as our Department is concerned. I think we have been rather fortunate in the selection of our employés.

Q. I do not mean to say you have a bad lot of men; I don't suppose you have; but I ask you whether you could not improve it for the future by having such a system as I have referred to; by taking in the best educated men and putting them on trial for a year before the confirmation of appointment. Do you think you could then obtain a better class of men than you do by nomination?—I think I have stated before that candidates are practically submitted to an examination.

Q. Not before appointment; you stated there was no examination before appointment?—There is no examination before a Board; but there is a practical test say as to engineering, for instance.

By the Chairman:—

I am aware of that.

Witness.—There is an enquiry into a man's previous history, and what he has been doing, what schools he has been at; and, although candidates may not be before a Board of professional examiners the result is nearly the same.

Q. Do you mean to say that it is a satisfactory ground of appointment as to the schools a man has attended, or is he not appointed on the strong recommendation he gets from parties in authority?—I don't think the Minister shuts his eyes to a man's ability.

Q. But any person the Minister chooses to recommend is appointed; you have no power to enquire into his qualification as Head of the Department?—We have had some young men appointed who were lawyers.

Q. Speaking in general terms do you not think that such a system of appointment would be preferable to the system of nomination by members?—Probationary appointments for educational acquirements would be preferable to the system of nomination.

Mr. SANDFORD FLEMING called and examined :

Q. What is your proper official designation, Mr. Fleming?—I am called the Engineer-in-Chief of the Canadian Pacific Railway.

Q. Have you a general supervision over the railway work as well as over the Pacific Railway?—My attention at present is confined to the Pacific Railway, although I am consulted about various matters. But that is my official position. I have nothing to do with the Intercolonial or any other line now.

Q. But you were the Engineer who constructed the Intercolonial?—Yes.

Q. Have you thought over this matter of the Civil Service?—Not much.

Q. What is the present rule for making appointments in your branch of the Department?—The rule at present may be gathered from what I will read entitled "General Instructions from the Engineer in Chief to the Staff." I shall explain that at the commencement of the Pacific Railway I had great difficulty in getting the right sort of men to do the work; there were no end of applicants but the difficulty was to call those that were suitable. Many were suitable and many were not suitable. It was impossible for me to examine them myself there was not time to do it. From year to year this difficulty arose, and in the spring of 1875 I submitted various suggestions to the Minister with regard to appointments, which suggestions were in the main approved of by him; they were embodied by me in a memorandum which I had printed at the time for circulation amongst the staff, so that they themselves and all interested, could see what kind of men that we wanted appointed. I will read a portion of the memorandum.

"The undersigned considers it to be his duty to communicate to the staff some information respecting appointments and terms of engagements.

"The Government, desiring to render the Engineering Staff as efficient as possible, has had under consideration certain suggestions and recommendations, submitted with that object in view by the undersigned; a system has now been adopted which, it is hoped, will prove satisfactory to those at present or hereafter to be engaged on the work of survey and construction, while in the public interests it can scarcely fail to result advantageously.

"The Engineers serving the Government on the great public works of the country, should be characterized by high integrity and skill. They should, for obvious reasons, be men of the very best character, and at the commencement of the location of the Canadian Pacific Railway, it is felt that every effort should be made

not only to secure the most suitable men that can be had, but also to adopt the course best calculated to maintain the Staff in a state of thorough efficiency.

“ Unfortunately, there are a great many young men in the Dominion who are classed indiscriminately as engineers, though many of them have not had the elementary education to enable them even to understand the principles of engineering. Some of them may have acquired the mechanical use of the transit and level, but that, in many cases, is nearly all they know.

“ Men of a much higher standard than that described are required. Those to be employed in charge of locating parties or of sections under construction, should have a thorough professional education with executive experience and sound judgment. In selecting the precise line for the railway, it is of public importance to secure the very best engineering line that the locality will admit, at the very lowest expenditure; by a single error in engineering, through want of skill or bad judgment, on the part of the officer in charge of the locating party,—which error might not be discovered until too late,—the expenditure unnecessarily made might readily exceed ten years’ salary of a really good man who would not have committed such a blunder.

“ The assistants of the Engineers-in-charge of locating parties, or of works of construction, should all have more or less training and an aptitude for their work; they should be capable of assisting the Engineers-in-charge in preparing drawings of all kinds, setting out structures, measuring works, and making calculations of quantities: in fact, they should be men who would eventually be able, as Engineers to fill similar positions of responsibility themselves.

“ Young men joining the staff, in a junior capacity, should at least have a sound character, a fair rudimentary education, and a decided aptitude for the work. It is important to have young men in training for the public service by and bye, and those only who intend to devote themselves to the work, and who are suitable for it should enjoy the opportunity of being trained.

“ The system heretofore adopted with regard to appointments and promotions, and especially with respect to the uncertain term of engagements, has not had the effect of encouraging or rewarding the best men. The system is, hereafter, to be different; the Government now favours a careful selection of young men, in every respect eligible to enter the profession, has adopted the policy of retaining and properly rewarding public officers so long as they perform their duties efficiently, and has extended this rule to Engineers in the public service as far as it can be applied.

“ The great object being to secure the best possible Engineering Staff and maintain it in an efficient condition.

“ It is proposed to accomplish this object, as far as it may be practicable, by the following means:—

“ 1. By employing, for the higher positions, the most efficient men that can be obtained.

“ 2. By giving liberal salaries, graduated with regard to the responsibilities and duties in each case.

“ 3. By offering engagements until the completion of the works, or for a fixed term of years (on good behaviour).

“ 4. By the appointment of young men, as Juniors, who are well trained and educated, who may be qualified to pass a prescribed examination, who have a sound constitution, and who are of good moral character.

“ 5. By encouraging Juniors and Assistants to pursue their studies at leisure times. By requiring them to exhibit due diligence in their work, and to give evidence, from time to time, of satisfactory progress in professional attainments.

“ 6. By promoting men from one class or grade to another by selection and merit, not by seniority *merely*.

“ 7. By removing from the Service all those who may prove negligent or indifferent, or who may turn out immoral or intemperate in their habits.

“ 8. Generally by retaining the services of the most meritorious men on terms alike satisfactory to themselves and the Government.

"9. By a favourable consideration of, and in some cases by awarding gratuities for

"(1.) Special and meritorious services.

"(2.) Bodily accident met with on duty by which the officer is permanently incapacitated.

"(3.) Long and faithful services.

"(4.) Unexpected discharge on any reduction of staff and abolition of office, length and character of service being considered.

"The staff shall be divided into several classes, each embracing different grades. The following graduated rates of salary is for the present adopted, which rates are for engineering services alone, and do not include the cost of board, moving about, or travelling on business.

| Class. | Grade. | Salaries. | |
|--|--------|---------------------------|------------------------------------|
| | | On Surveys, per month. | On Con- struction, per year. |
| Subordinates..... | A. | \$ 20 | \$ 240 |
| | B. | 30 | 360 |
| Assistants | C. | 60 | 720 |
| | D. | 80 | 960 |
| | E. | 100 | 1,200 |
| | F. | 120 | 1,440 |
| Engineers in charge, or resi- dents on construction | G. | 140 | |
| | H. | 160 | 1,920 |
| | I. | 180 | 2,160 |
| | K. | 200 | 2,400 |

* The salaries of the higher executive and superintending engineers are under consideration.

"The class 'Subordinates' includes rodmen, chainmen, tapemen and picketmen. It is considered that the salaries prescribed for this class should not be so high as to tempt young men to solicit employment who have no intention of following up the profession of engineering, and who have no qualifications for becoming engineers; while, at the same time, the small pay offered should be sufficient to encourage others with a fair rudimentary education and an aptitude for engineering work to enter and devote their lives to the profession.

"The branches of study in which candidates for this class should be proficient in are arithmetic, geometry (first four and the sixth books of Euclid), algebra, mensuration, trigonometry, and the elements of statics and dynamics. A knowledge of geology, chemistry, heat, light, electricity, French (or German), mechanical or free-hand drawing is also desirable, but not compulsory.

"The class 'Assistants' embraces those who have fairly entered on the profession of an engineer, who have either become proficient in the more advanced studies, or are diligently pursuing them. In promoting Junior and Assistants from one grade to another, it is intended to give a preference to those who maintain a good moral character, and who give evidence of attainments in their work and studies.*

* The attention of Assistants, who have not had the advantage of a collegiate course, is directed to the following branches of study: Mathematics, pure and applied; surveying; navigation; practical mechanics; theory and practice of construction; mechanical and free-hand drawing; designing and estimating; book-keeping; geology and mineralogy.

"The appointment of any person to a particular grade will be probational, it will in no case be considered permanent unless, when brought to the test, his acquirements be found to justify it.

"A.—This grade includes those who have no experience whatever, but who have acquired an education at least equal to that prescribed by the Survey Act of Canada for pupils in land surveying, who are qualified to pass an examination on the subjects referred to, and who appear to have a decided aptitude for the work and life of an engineer.

"B.—This grade is of the same class of young men as A: but such as have had some actual practice on Surveys or Engineering work, not less than one year.

"C.—This is a grade of Junior assistants, who should have had not less than two year's experience in the field, who should thoroughly understand the use of the level and transit, keeping field books, plotting, mapping, &c., but whose experience in the actual use of instruments has not been great.

"D.—Assistants of the second grade are those who are quite able to use the level and transit on surveys, and who have had at least three years' actual field practice in engineering and surveying.

"E.—This grade includes those who, in addition to the experience referred to above, thoroughly understand location surveys, the setting out of earthworks and structures, and who can accurately measure up and compute quantities.

"F.—This grade includes, first class assistants of full experience in construction, good and accurate draughtsmen, who can be placed, with all confidence, to aid in the carrying out of difficult and costly sections of work.

"G.—This grade includes those who are capable of taking charge of a surveying or exploring party, but who may not have had experience in construction.

"H.—This grade includes those who, in addition to their being good engineering Surveyors, and possessing all the experience necessary for conducting a surveying party, have some knowledge of construction sufficient to justify their being placed in charge of light works where the responsibility is not great.

"I.—This includes really good constructing Engineers—those who have had long experience, and are fully able, under general directions, to carry out in a perfectly satisfactory manner moderately large contracts.

"K.—This grade includes first class men, those in fact whose experience, high character and attainments qualify them to act as Resident Engineers on the heaviest and most important engineering works.

"When the time comes when members of the Staff will be required to settle down on construction and remain fixed in particular localities, it is intended to furnish them with plain but comfortable houses, and as the salaries do not cover board, the residents and their assistants will be supplied with rations, or allowances will be made equivalent thereto. In the case of those having families, if the circumstances appear to justify it, the families will be assisted in moving, and it is farther intended to adopt such means as will enable families to obtain necessary supplies of various kinds at the rates paid for similar articles at the nearest market towns.

"Only the scale of salaries for the three classes of officers specially alluded to above is as yet adopted. The permanent scale of emoluments to the higher Executive and Superintending Engineers is however under consideration and it may be assumed that the Government will, with regard to these officers, sanction and adopt an equally liberal and correct policy.

(Signed) "SANDFORD FLEMING,
"Engineer in Chief.

"CANADIAN PACIFIC RAILWAY,
"OFFICE OF THE ENGINEER-IN-CHIEF,
"OTTAWA,, 1st July, 1875."

I have been pressed to take young men who were really not of the kind we wanted at all. Probably some of them were inclined to intemperate habits and their parents thought they had better get them out of the way, forgetting that they would be worse out of their sight than in their sight. I am glad to say we have very few of these. One man of that kind will not do any good to a party of men at all events. Sometimes men in my profession are suddenly thrown out of employment owing to the stoppage of Public Works. It is very hard on them; they have nothing else to fall back upon, it is only right that they should be considered, and therefore one of the rules, as above given, is, that when they are suddenly discharged they should have some compensation.

By Mr. McDougall (Renfrew):—

Q. How do you test their qualifications?—They are examined by the body of Land Surveyors in the country, we have no board here; I wish we had, but if they pass the board of Land Surveyors I am satisfied they are pretty good.

By the Chairman:—

Q. If there was not this Board you would have to examine them yourself?—I would like to do it myself.

Q. If they had not passed the Board of Land Surveyors there are no means of examining them?—No; there are no means; but if a man came who had passed a creditable examination at a good college, such as McGill, I would have no hesitation in recommending him. If he has nothing to show that he is well up in the rudiments of education I would be at a loss to know what to do with him; at any rate I would be at loss as to recommending.

Q. You have in these regulations shown what qualifications are required. Does the remark you have made about the lowest grade apply to those that you at present had no definite means of testing them by examination?—It is not intended that they should all be tested. No man is supposed to be appointed, and I don't know that he is, unless he can show that he is fit for the position.

Q. Do you examine each candidate yourself, personally?—I generally examine their testimonials, and when in doubt I refer them to somebody to make inquiries.

Q. At present there is no Board?—No.

Q. No official Board of Examiners?—No; I wish there was a Board.

Q. Those regulations only refer to the Pacific Railway service in 1875, and since?—Yes.

Q. Before that time you had no such formal regulations?—I attempted to carry out the same principles but did not always succeed. There was nothing reduced to writing.

Q. Were those principles actually carried out, for instance in the case of the Intercolonial Railway?—No; they were not strictly carried out. An attempt was made to carry them out, but it was but a feeble attempt.

Q. When you want a man, from whom does the first nomination of the candidate come?—The appointment comes from the Minister of the Department.

Q. On the nomination of yourself or some members?—Not always. It is supposed I concur in the nomination.

Q. Yes; but from whom do they proceed in the first instance?—Sometimes a member of Parliament; sometimes one and sometimes another, generally a member of Parliament.

Q. Does the recommendation originate with you or some outside party?—Some outside party, unless I am asked to nominate anyone; if so, I nominate some one I think especially fitted for the place. Very often there are a great number of nominations by members of Parliament, and selections are made of these.

Q. By you?—No, by the Minister.

Q. Is his selection generally made on your recommendation?—It is made on my knowledge, as a rule. There is no written recommendation, it is made with my concurrence.

Q. Have you always been consulted, and have you always concurred in the nom-

ination?—I have generally been consulted. I generally know who is to be appointed before appointments are made.

Q. Are they made, as a rule, from your concurrence or for political reasons?—On the Pacific Railway I don't think I protested against any appointments.

Q. Have you ever had occasion to do so?—I have had on the Intercolonial; and it is a most delicate matter to do so, because it creates unpleasant feeling. I would rather silently concur than protest.

Q. Can you say you have had reason to protest?—Yes.

Q. On several occasions?—Yes; but I would rather not say much about it.

The Chairman: These are, to some extent, delicate questions, but everybody was asked them.—*The Witness*: I had a good deal of difficulty, and I don't want to open the old sores.—*The Chairman*: There is a general understanding that everybody wants the case fully stated?—*The Witness*: Still, it would not do any good purpose to raise the question.

By Mr. McDougall (Renfrew):—

Q. It would be very difficult, I suppose, to suggest any means by which you could prevent political patronage in your Department?—I don't see how it is to be done. Some men have strong political influence and can secure the influence of members of Parliament supporting the Government upon the Ministers for their appointment. The Minister, of course, is desirous of serving his friends if he can. It is most difficult for a person in my position to say that a man is not fit for a position and ought not to be appointed.

By the Chairman:—

Q. You have always found it very difficult to resist political influence in making appointments?—It is a delicate matter to interfere with.

Q. You would feel it would be a benefit to the Service and a convenience to yourself if some test were established by which inefficient men could be excluded without your having to protest?—I feel so, of course. Hence those regulations which I suggested for the approval of the Minister and which have really been approved by him.

Q. Are you prepared to say whether you have in the course of your general experience, found that political influence in these appointments has been injurious to the efficiency of the Service, and whether by that system you have, got inefficient men?—There can be no doubt at all that through political influence men are apt to be appointed that are not the best men that can be found.

Q. But have you known such to take place, as a matter of fact?—Yes; under both Governments.

Q. I want to know whether you have known of appointments that were not to the interest of the Service that were made for political reasons. I don't refer to any Government; I don't ask you for details; but I only ask you whether political influence has injured the efficiency of your Department?—I have no hesitation in saying that it has under both Governments.

Q. Is not your department one especially liable to involve loss to the Government?—Oh, yes. As is remarked, the loss occasioned by one careless or inefficient man might exceed ten years' salary of a really good man who would not have committed such a blunder.

Q. Do you know as a fact that at any time loss has occurred from the blunders of inefficient men?—Yes; we have had losses many times, under both Governments.

Q. And that through the blunders of men you would not yourself have chosen?—Yes; men whom I would not have chosen had I been untrammelled.

Q. Has it been customary in your Department to fill vacancies by promotion of by those already in the Service, or by the appointment of outsiders?—Not much; we have adhered to the system of promotion rather rigidly.

Q. As far as the amount of material you have had at hand?—Yes; I am bound to say that the organization is in a better condition to-day than it ever has been; the result partly of three printed regulations. When any influence is brought to bear with respect to appointments, we always have them to fall back upon, and we ask the

candidates whether they can come within these regulations. They have been of great protection to us.

Q. Do you find that the junior employés are generally of such a class as to be fit for promotion, or have you ever been compelled to take in outsiders from the fact that your juniors were not fit to be promoted to these stations?—In some cases, juniors have been appointed who were quite unfit for the life; they had not the education; they had not the aptitude; sometimes they had not the constitution. They very soon discovered their mistake, and as a rule drop out from the ranks. Those who remain, unless they change in some respects, will never be very brilliant officers. It is desirable in the interest of the individuals themselves as well as in the interest of the Service, to point out to them that they should not enter unless they are fit. I always endeavour to do so, so that we may get the right class of men, and so that men who are not likely ever to be accomplished engineers, may not waste their lives when they may be better employed in some other walk of life.

Q. The appointments you refer to come about entirely by political influence?—Yes; I would not have appointed them, but there are very few now.

Q. You consider that your present regulations will limit the number of such men that enter?—Yes; very much.

Q. Would not the institution of such a Board of Examiners as you have spoken of further tend to accomplish the same object?—Yes, it would.

Q. Would it be possible in your Department to choose men on the basis of a professional examination after their character and health and other qualifications had been certified to?—Undoubtedly.

Q. Would you consider that professional acquirements should be the proper ground of selection?—Undoubtedly; I must say, however in some individual cases an examination would not bring out the best men. Men may be very valuable indeed, who could not pass an examination; they may be very nervous, and their self-possession may forsake them at an examination, and yet they may be most valuable men. Again, a man may shine at an examination, and yet be deficient in other respects.

Q. It is desirable to have a good constitution?—Yes.

Q. Would a medical examination be requisite?—I don't think that is necessary.

Q. You say an examination would not be a test on all these points. Supposing you examined a dozen men on their educational capacities, would you not be more likely to find out their other qualities than under a system of appointment?—Perhaps so; I propose to promote not by seniority alone, but by merit. I could name men who could not pass a first class examination, but who would be more valuable than others who appeared to be very brilliant men at an examination.

Q. But I am speaking of first appointments. These qualities you say, could not be tested by an examination; could they be tested by any other means except by actual trial?—No actual trial would be necessary.

Q. Would not a professional examination combined with probationary appointment of actual trial be the best means?—Yes; I think an examination of candidates to begin with very desirable, and in addition to be employed on probation simply for a year, or perhaps less or more.

Q. I mean a competitive professional examination—that those who stood the highest should have the first chance of appointment?—I am not sure about that.

Q. Competitive examinations at all events would remove the political patronage?—Oh, certainly.

Q. Would you not consider that in itself an advantage even if the class of men were not improved?—I think all candidates should be capable of passing certain examinations. But I don't know that those who pass those examinations best should take a higher rank than any others.

Q. Do you not think that the abolition of political patronage by using competition as a test of selection would be an advantage in itself, even if the class of men were not greatly improved?—I dare say it would. I think officers serving the Government should be noncombative as to politics. I would go so far as to deprive them of the franchise. They would not then be required to consider for whom they

should vote. And they need not enter the Public Service unless they are satisfied to give up the privilege of voting.

Q. Would it be desirable to make the appointments free from political influence?—That is very desirable indeed, the further you remove the servants of the Government from politics the better the duties are performed.

Q. Has the system of promotion you have given us been enforced generally or only since the issue of these regulations?—An attempt was made to enforce it practically before the principles were reduced to writing; but it was not enforced to the same extent as now.

Q. Did you find that political influence interfered with the carrying out of these rules?—Very much.

Q. Do you find it less trouble now, that the rules are adopted and printed?—Yes.

Q. Before the rules were enforced do you consider a man had a proper opportunity of earning a due reward for his ability and industry?—I think the regulations have had a very good effect in this respect.

Q. Do you think without these regulations he had such a fair chance or opportunity?—No.

Q. Would you say he had a fair opportunity or not?—I am bound to say he did not have much favoritism shown him with respect to promotion that I have had to do with.

Q. At any time?—Yes; I have had to do with myself.

Q. You have generally managed the control of the appointments yourself?—Yes; although sometimes with difficulty.

Q. You have found a hinderance in the officers getting their due reward?—Yes; before these regulations were reduced to writing.

Q. Do you find your printed regulations at present sufficient protection to secure the service of such a class of men as you would wish to have; can you get such men at the price paid?—Yes; I think there is nothing on that score. My difficulty is the great number of applicants; there are so few public works going on at present in different parts of the world that Civil Engineers and Surveyors are looking to Canada for employment. A large number have come from England and from the United States besides those residing in Canada.

Q. Could you conveniently arrange examinations as a test or evidence for promotion?—Yes; I would defer to the test here; I have already considered that.

Q. You could arrange an examination to test those qualifications; or are officers at present examined for promotion?—No; in making any promotions I had to consult the officers under whom the parties had served. I ascertained from them who immediately was best qualified for promotion. That is the test. They had been tested for a long time under the higher officer, and he has an opportunity of judging of their general ability, etc.

By Mr. McDougal (Renfrew):—

Q. Which you could not here?—No; I could not ascertain so well as the officer above the men.

By the Chairman:—

Q. Are they actually examined as to professional acquirements before promotion?—No examination is necessary.

Q. Such an examination does exist at present?—No.

Q. You consider that unnecessary on account of the personal knowledge possessed by the immediate superior?—That is an evidence as to qualifications sought for and obtained. An examination would not be such good evidence as that.

Q. Could not examinations be so arranged as to test their mere professional acquirements without reference to general acquirements?—Not very well. It would be difficult to do it.

Q. Would it be advisable to require a passing of a certain professional examination as one preliminary to promotion?—No; I think it would be embarrassing.

Q. But the contrary must sometimes prevent the promotion?—Satisfactory evidence of their qualifications should be had either by examinations or otherwise.

Q. The trouble arises as to who is to decide—whether it is to be left to the superior officer. He may exercise favoritism. I wish to put it so there should not be favoritism. And would it not be better to require examination?—But, then, in the examinations there might be favoritism.

Q. But not if conducted by somebody disinterested?—It might be. One of the Board might be interested.

Q. But there would not be so much chance as if the whole affair rested on the officer?—If men are not honest there is always a chance of favoritism.

Q. There would not be so much chance in a Board as by one officer?—Probably not. Of course if any individual is not conscientious he might act dishonestly on a Board just the same as an officer might.

Q. In the case of a Board there would not be the same chance to favor one subordinate more than another?—I think when there was a new appointment there might be an examination. But in the case of a promotion I don't know that an examination would accomplish the object you have.

Q. Would it not be advisable to make an examination, one of the things required, not the only thing, to compel a man to pass a certain standard before he can be promoted, but not to make the passing the grounds for his asking promotion?—I have no objection to examinations, but I doubt if examinations alone would accomplish this object. I think if you had too many of these examinations they would be very troublesome and would not secure the best men, they might shut out men who were in every way qualified for the office they sought. I take my own case for instance: I have no doubt I could not pass such a good examination as I could have done twenty years ago.

Q. I do not ask you that examinations should be held on knowledge possessed twenty or thirty years ago, but in the actual duties employés would be required to perform in the next grade?—If you could get examinations by a competent body it would be a good thing; but I don't think you could do it. Take for instance a Board for examining engineers.

Q. Your difficulty rests on the difficulty of obtaining a proper examining Board?—That is one difficulty. The man being examined might know more upon the particular subject than the examining Board did.

Q. But the Board could appoint examiners. The examiners may be the juniors of the parties examined?—They might and they might not. Take this instance: the office of the Chief Engineer of the canals is vacant. There are many candidates for the office. Who is to examine them? One of the candidates may know more than any body of men in Canada.

Q. But my question had no reference to the staff, but merely to juniors. In your Department, these remarks do not apply higher than to heads of parties; of course they cannot apply to the staff, that must be left entirely to the responsibility of the Minister?—I don't see my way to recommending that examinations should take place for promotions, they would be cumbersome and difficult.

Q. Supposing that a man required, after being a certain number of years in the Service, to pass an examination to qualify him for the next grade, whether there was a vacancy or not. Then when a vacancy occurred you would not have to examine him, you would have him already examined. That is the rule in the army?—That may be; but I doubt whether a competitive examination would make good soldiers, they may be scientific men but not good fighters.

Q. These are not fighting men. Would it not be well to have an uniform test to which all candidates for promotion would be subjected, so that it would show evidence of professional capacity?—I think it would be difficult to carry that out.

By Mr. McDougall (Renfrew):—

Q. Supposing a man is going into one of these grades where he really requires scientific information, would it not be well on this point?—I would have no objection to examining them every year if it could be accomplished.

By the Chairman :—

Q. Supposing it were possible, would it be advisable?—I do not think it would be practicable.

Q. If practicable, would it be advisable?—It is advisable to secure the most efficient men you can get, if it could be practically carried out, which I doubt it might be advisable.

Q. Is there any superannuation in your Department?—No.

Q. Is there frequently not a great necessity for a superannuation allowance from accidents, &c.?—Yes; but the present and the late Government have both dealt liberally in cases of accident or more serious disaster.

Q. And officers who have been so injured have received a gratuity?—Yes.

Q. As to the discipline of the Department—does the power of suspension and dismissal rest with you?—Yes.

Q. Both?—Yes; suspensions rest with me and I delegate that power to the officer under me when I am away : I may be away six or seven months.

Q. And the power of dismissal?—With the Minister.

Q. But generally upon your recommendation?—Yes.

Q. Have you ever had occasion to recommend a man for dismissal unsuccessfully?—Yes; but my recommendation is generally acted upon.

Q. But you have known instances where it was not. As a rule, have you found any difficulty in enforcing discipline?—No; I have not. The rules are laid down so that no one can misunderstand them. Every one is expected to act in accordance with the rules. There are full instructions to the staff given in the book I have quoted from above.

Q. How many employees have you?—For the year there must be close on a thousand in one way and another.

J. S. DENNIS, called and examined :

By the Chairman :—

Q. How long have you been in your present position as Surveyor-General?—Since the 8th March, 1871.

Q. You were some time before that in the Service?—I have had experience more or less in the Public Service for many years.

Q. Describe briefly the class of employés that come under your charge?—Well, the class of men required in the branch under my charge must have some special qualifications beyond good business habits and a good English education.

Q. But I mean in the surveying?—That, of course, is a professional matter that is outside.

Q. But we are inquiring into the engineering and all branches of your Department?—My duties are to conduct the surveys of the public domain, and in addition to that to administer the land grants in connection with the public domain.

Q. Then you have the inside and outside service?—Yes; connected with the land.

Q. The land branch is the business department and the other professional?—Yes.

Q. Do you take any means of testing the qualifications of nominees in your department?—We do not under the present system.

Q. They are taken simply on the recommendation of whoever recommends them?—Yes; generally through political influence.

Q. Do you think that by this means you get as good a class of men on an average as you would if you made the selections yourself for business reading?—So far as my own branch is concerned. I have had very little reason to complain. The Government in power at the present time and also the other Government listen to

the Heads of the Departments. So far as my experience goes the Ministers exercise very good judgment in the selection of men.

Q. What is the number of men in the inside land branch?—Seventeen.

Q. Are the outside land agents appointed here or where they are situated?—The principal agent for _____ was sent from here. The branch agents were appointed from the head agency in Manitoba, on the recommendation of myself or the Minister.

Q. Primarily the recommendation was by some member?—No; there has been very little pressure brought to bear—indeed none successfully—to force people into these offices or into the Branch office at Winnipeg who are incompetent.

Q. But were those who were appointed put in on account of the recommendations of a Minister, or did the suggestion come from inside the office?—Yes; they were experienced in the routine of the branch.

Q. How many do you generally employ in your inside branch?—The number varies in accordance with the requirements of the Public Service. This year past we have only had eight or nine surveyors, whereas some years we employ 50.

Q. Do the parties pick their own men?—Yes; part of the service is by contract, but the more important surveys are conducted by agents paid by the day. They are allowed to select their own parties, except one or two officers of the staff, who are appointed, they having in view the following of surveying as a profession.

Q. These all require a good education?—Yes.

Q. Do you examine them?—No; the right to survey Dominion lands is given by law, and a part of that law makes it necessary that they pass an examination, which is fixed, and on passing it they receive a commission which entitles them to be Dominion Land surveyors.

Q. So that, practically, there is an examination?—Oh, certainly. At present we have an enactment by which we are in a position to provide a superior class of surveyors, men capable of conducting highly scientific surveys, explorations, and operations of that kind.

Q. Are those gentlemen about on a par as to salary, or are they graded?—The only grade is between the best class of surveyors who are employed in blocking out the country into townships. They receive \$6 a day and expenses. But the other surveyors get a mileage rate which, in prairie country enables them to make as good money as block surveyors, but not in a wooded country. At any rate we look upon the two classes as distinct, and the block surveyors are considered the best.

Q. So there is not much chance of promotion?—There is no promotion as far as surveying is concerned, as it is merely a question of how much work a man may be able to get from the Government.

Q. That is a matter outside your individual province and regulated at the pleasure of the Minister?—Exactly. The Minister is usually applied to by members of Parliament or influential friends in regard to the employment of a certain individual. The Minister usually consults me as to whether the person in whose favor the application is made is worthy of being employed. If he is, other things being equal, he gets the preference.

Q. The employment of those men, of course, generally goes in the same way?—Yes.

Q. You look upon it as employment and not appointment?—Yes. One man is sometimes only employed two or three months in the year; another man possessed of special qualifications, and who can command good influence, may be employed from year to year.

Q. What is your opinion of the general results of political nominations to positions.—I think the present system of appointments in the Civil Service is not a good one.

By Mr. Roscoe:—

Q. You mean the Civil Service generally?—Yes.

Q. You mean the inside service?—Yes.

By the Chairman :---

Q. What special evils does it lead to?---I have no reason to complain personally of the class of men I have under me, but I think that under a different system we might have more valuable men.

Q. You think more valuable men could be got for the money?---I think so.

Q. Do you think it would be possible to do the work with fewer men if you had still more efficient men?---I do not know; we are pretty well worked. We have plenty to do in my branch. They are all good fellows to work, although some of them are not as bright as they might be. I think that if a thoroughly efficient class of men were brought into the Service in a different way, the public business could be discharged with a less number of clerks.

Q. Do you think that in any professional branches of the Civil Service the evils arising from political nominations would be aggravated?---As regards professional labor in the public service I do not see very well how you could regulate it by competitive examinations.

Q. I am not speaking as to competitive examinations, but as to whether the exercise of political influence is not likely to lead to worse results in professional branches than elsewhere; are not special qualifications requisite for special branches than for any others?---Decidedly. But if the administration of surveys and the granting of lands are centred in one individual, I do not think you could settle the matter by competitive examinations.

Q. I only speak of primary appointments and not of the Staff. I only speak of the actual men to go into the field?---The admission is regulated by law.

Q. But political nominations would be more disastrous in professional branches than otherwise?---Yes.

Q. The opportunities for making blunders would be greater and the results would also be greater?---Yes.

Q. Supposing you had not the advantage of falling back upon those Dominion examiners, would you not consider it advisable to examine them in your own department?---Decidedly.

Q. Would not competitive examination be a very good test, and would it not be better to take on those men who stood the examination best?---Decidedly. The only baleful influence that political pressure exercises in connection with my service is the occasional pressure brought to bear on the Minister for the time being in favour of a certain individual as a surveyor. It is mentioned that the man is a qualified surveyor and is a respectable man, worthy of employment, and we find out afterwards that he is incompetent, and that he has passed his examination by a mere fluke.

Q. You do not find "D.L.S." absolute evidence of the qualifications of a surveyor?---That is not it; it is to the "P.L.S." that I refer. Some of the Provinces have not stringent regulations enough.

Q. If you had examinations that were fairly tried you would take the man, as a rule, who came out best?---Yes.

Q. You would advise also probationary appointments?---I would, in connection with the Dominion ordinary surveys, but not professional.

Q. On the Canadian Pacific Railway situations are permanent, and are supposed to continue as long as the men suit; would not examinations be as well in such a branch as that?---I should think so.

Q. Where the appointment was looked upon as a permanent appointment and not as a temporary job?---Most decidedly.

Q. Are there competitive examinations in the inside service?---My own opinion is that appointments to the inside service should be by competitive examinations. One of the subjects should be shorthand writing, regulated from dictation. It is a most invaluable thing. A man who can write freely from dictation should always receive the preference, other things being equal.

Q. What is the present rule of promotion---by seniority, by caprice, by merit, or how?---My branch is comparatively a new one, and I have perhaps been exceptionally fortunate in having a fair element presented to me so far as my clerks are

concerned. The promotion, therefore, such as it has been so far, has been by seniority.

Q. Did you recognize the merits of the individual?—Yes.

Q. You would allow merit to overrule seniority?—I should most certainly recommend a man whose merit pointed him out as a proper man for promotion, if my opinion was asked on the subject; whether, under the present system, the Minister would take him is another thing.

Q. You have had no clash whatever?—No; all the Ministers, I am glad to say, show every desire to give the best man, and to put the right man in the right place.

Q. As to your general opinion?—My own opinion is that promotion should be by merit, other things being equal. The man who is likely to be most useful to the public service should receive the promotion. Other things being equal, the preference should be by seniority.

Q. You would go by seniority and merit combined?—Yes; I quite agree with the remark that I heard while sitting here, respecting it being desirable before confirmation that the appointment should only be temporary. A few months would be sufficient to test a man, and it should be distinctly understood that the employé was simply on trial.

Q. That he had no rights or claims until he had shown his fitness for the position?—Yes.

Q. It seems to be the general complaint that when a man has been appointed it is difficult to get rid of him?—Yes.

Q. Would it be possible to grade the work in your Department so as to separate the mechanical from the higher class of work?—We do now; part of the clerks I have are draughtsmen, and are so classified; they are ranked a little higher than the rest.

Q. Do promotions to that class take place from below?—No; it is a special class.

Q. You can test their fitness for that position?—Yes; I have generally done that myself.

Q. The competitive examination would suit that then?—Yes; in that particular branch no man would be eligible for appointment, either in the Public Works Department or in the Surveyor-General's branch, until he had shown his professional attainments.

Q. Is the work in the lower branches sufficiently similar that men could be promoted from one to the other?—I should say so; I think they could be promoted from one of the lower branches to another; I think that is not only possible, but that it would be a very excellent feature.

Q. By opening a larger field for promotion?—Decidedly.

Q. Do you find the Service sufficiently attractive to induce the best class of young men to enter it?—No; I do not.

Q. What means would you propose to make it more attractive?—I think the service is underpaid; I think a little increase in the pay, together with competitive examinations and promotion by merit would make it more attractive.

Q. Would you consider the increase of pay or some chances of promotion to be the higher attraction?—I think if the alternative was put, the employés would prefer promotion by merit. There would then be less complaint of the present rates of salaries.

Q. Would not the complaint of low salaries be decreased if the rule was invariably followed of promoting the men according to merit and by putting the young men into the lower branches?—Yes.

Q. So that they would have a decent chance to attain a salary before they get a family?—Yes; I do not think there would be any reason for complaint if the salary was even lower than it is at present for young men just entering the Service, and the increase afterwards was liberal according to proficiency. The men want to get married and not having salary enough to support a family they run into trouble.

Many of them have a family about them before they get even \$1,000 a year, and it is quite pitying to see them doing so. Sometimes I have thought it would be almost well to say that no man should be allowed to marry until he had got a certain salary. I think that promotions for the first, second and third years should be more rapid than they are.

WEDNESDAY, APRIL 11th, 1877.

Committee met.—Mr. CASEY in the Chair.

Mr. BRUNEL, Deputy Minister of Inland Revenue, appeared before the Committee and read a statement, embodying his views on Civil Service reform, as follows :—

MEMORANDUM respecting the Civil Service in so far as the Department of Inland Revenue is concerned, given in evidence before Civil Service Committee, April 11th.

As to Inside Service.

The comparatively short period during which this Department has been in existence has not afforded the same amount of experience as has been had with reference to the older Departments. Of the employés who were first attached to this Department only one, besides myself and the messenger, now remain. The others have been removed by death, superannuation, resignations, or removal to other branches of the Service. The Department was established in 1867.

I am not aware that, in reference to appointments in the Inland Revenue Department, any notice has been taken of the Civil Service examinations provided for in the Civil Service Act. This Department has never been officially informed whether the parties appointed in it have passed that examination or not. I am a member of the Civil Service Board, but I do not remember having ever heard the examinations officially mentioned, though they may have been referred to incidentally.

The employés now on the staff are, as a rule, efficient, and occupy the relative positions for which they are best adapted; but I do not think that in every case the pay they receive is in proportion to the nature of the duties they perform. Some injustice is done in that respect.

The present Civil Service Act contain some useful provisions, but they are not always obeyed. The restrictions as to the age at which an individual may join the Service are valuable, but so far as I know they have not been much regarded. At all events they have been oftener disregarded. It is, I think, very desirable that the Service should be recruited by young men who will make it a profession, and who would then prepare themselves for it, and more thoroughly identify themselves with it. Cases do arise in which it is necessary to look outside the Service for special qualifications, but the necessity for so doing should be very clearly established before that course is resorted to. That course should not be taken until it is quite evident that the requisite qualifications cannot be had within the Service. Above all, when a good appointment is given to an outsider on the ground of special qualifications, there should exist some means for determining beyond all cavil that the recipient does really possess the qualifications alleged to be necessary.

Cases may, it is true, occur when special qualifications which cannot be tested by any system of examination are necessary. I may mention *reticence*, *decision* and a capacity for *sound reasoning*. These qualities of the mind are essential in all the higher offices and their presence can only be ascertained by a personal knowledge of the individual, accompanied by a knowledge of men.

The intention of the present law as to appointments for special qualifications is tolerably clear, but not always observed.

But, notwithstanding the value of some of the provisions of the Civil Service Act, I am persuaded that practically it works a good deal of mischief, more than enough to neutralize all the good it is capable of. I have observed its workings pretty closely since Confederation, and the conviction has been forced upon me, that the law has a tendency to make the employees feel that inefficiency is about as likely to lead to promotion as efficiency. Annual increments of salary and eligibility for promotion when established by law, and without reference to ability or merit, have, I think, a decided tendency to increase that feeling. That being the case, they not unnaturally become indifferent. Of course, I speak in general terms. There are many honourable exceptions. There are clerks in this Department who take as warm an interest in their work, and as much pride in having it promptly and well done, as any men can possibly do.

With certain reservations as to the character of the examination, I am of opinion that competitive examinations for first entrance to the Service would effect much good. If such examinations merely referred to educational acquirements they would be of little value. To be useful they should relate to some specific object or objects in connection with the proposed Service.

There are qualifications essential to all branches of the Civil Service, and there are qualifications peculiarly necessary to certain branches of the Service, all of which may be fairly tested by examination. But there are also qualities which every member of the Civil Service should possess, the existence or absence of which no system of examination can test. They can only be determined by personal acquaintance and probationary employment. Among these qualities, may be mentioned honesty, sobriety and application. Nevertheless, the qualities which may be tested by examinations properly conducted bear a large proportion to the whole, and hence I infer that a system of examination combined with probationary employment and with due precautions for ascertaining the physical and moral character and personal habits of the candidates would work a most beneficial influence on the Service, and may at the same time be made conducive to economy.

The service of the Government ought to command a higher average ability at a lower cost than the same average can be had for by private employers, banks or other corporations. The Civil Service has many considerations to recommend it. It is respectable; it is permanent during good behaviour; it is not, except in some exceptional cases, over-laborious; the pay is sure; it is not probable that the employes will ever be affected by depression of trade or commercial fluctuations; and as now arranged, the Civil servant who performs his work with reasonable efficiency during the vigour of his life, may retire in his old age on an income sufficient for all reasonable necessities. On all these points the Civil Service offers decided advantages over private employment.

But in order to avail of these advantages, certain conditions are necessary. One condition is a reasonable certainty that merit will secure promotion as vacancies occur. The converse of this is equally necessary—that promotion cannot be had without merit.

If the employes could be made to *feel* that these conditions had assumed a substantial form, I am confident there would be an immediate and decided improvement. And if the same feeling prevailed outside, it would induce more highly qualified persons to look for employment in the Service; and those seeking such employment would be more careful to qualify themselves for it. It would follow that the salaries now paid would secure more efficient services, and in that way greater economy as to the number of employes would be possible.

It is not difficult to conceive how a system of examinations might be devised upon which admission to, and promotions in, the Service should be based, and which would have the effect of inspiring a feeling of confidence both inside and outside the Service that merit would be the most reliable road to advancement. But to do this effectually, the system must be so contrived and administered as to ignore all mere political considerations.

Of course, the fact that the Minister of the day must, under our system of government, be held responsible for all appointments to the Public Service, cannot be ignored. I am not a politician, and may perhaps be pardoned if I suggest that the Minister who inaugurates such a system as will secure the greatest degree of efficiency at the smallest cost will best discharge his responsibility. To do that effectually, it is necessary to thrust aside all political influence that tends to cast a doubt on the certainty of promotion going by merit.

A satisfactory solution of the problem appears to require a system which shall insure, with reference to persons first entering the Service: That they shall not have passed a stated age, that they shall be in the enjoyment of good health, and that they shall have a reputation for sobriety, integrity and industry; and, although these qualities cannot be tested by examinations, their presence or absence may nevertheless be determined with reasonable certainty by suitable regulations respecting applications for admission to examination and probationary appointment. The Government, like all other employers, must take some risk on these points.

Having advanced this first step it must next be determined what qualifications are most necessary for properly filling existing vacancies in the probationary class. To explain my meaning more fully it may be convenient to state a hypothetical case. Let us then suppose ten vacancies—five to be employed in statistical work and five as copyists. It is not difficult to determine what subjects the candidates for such employment should be examined in. Writing grammatically, spelling, writing neatly and with due despatch, tabulating figures, expertness in picking out and classifying quantities, proficiency in addition, multiplication and subtraction. All these qualities can be readily tested and valued by examination; and assuming that we have fifty candidates who comply with the conditions as to character, &c., first stated, it seems only reasonable to assume that the ten who showed the greatest proficiency in such an examination would, as a rule, be the best men to appoint.

It is quite possible that of the ten so selected, some one or even more might, on being submitted to the probationary test, turn out somewhat different to what was expected, and a different estimate may then be formed of his capabilities. He may not possess the necessary application to work, or removal from his home and new associations may act injuriously on his habits. These are risks which must, under any circumstances, be taken. But the especial value of the probationary appointment lies in the opportunity it affords of testing these things.

In this Department appointments have, during the past three years, been usually of a probationary character, and considerable advantage has been derived from the practice, though there have been influences at work which have to some extent neutralised those advantages. If a probationary appointment were made in defiance of, or without reference to political influences, and the appointee proved to be unsuitable, there could be no difficulty in dealing with him as he deserved. But if the appointment is made through political influence, it is apt to be as difficult to deal with the appointee as it would be if he were permanently appointed. For this reason, I think it is important that the probationary class should be open to those who have first passed the ordeal of some such examination as I have sketched, and that such examinations shall be open.

Examinations for probationary appointments should, in order to give all eligible aspirants a fair opportunity, be held in various parts of the Dominion; but candidates would necessarily incur some expense which as it would deter the notoriously incompetent from competing, would be rather an advantage than otherwise. Among the advantages of competitive examinations an important one is that the mere fact of having to pass such an examination will usually deter those who are incompetent from submitting themselves to the ordeal. The result of the several examinations, must, of course, be so taken and recorded that a just comparison can be made.

Having made provision for recruiting the lower grades of the Service, it becomes necessary to consider how its internal economy is to be regulated, especially with reference to promotions.

I know of nothing so calculated to depress the zeal of a public servant who is so conscious of having done his work thoroughly, and to the satisfaction of his immediate superiors, and who knows of no blot on his character or habits as, with his chiefs expression of satisfaction sounding in his ears, to find himself deprived of legitimate promotion by the appointment of some inferior officer, or perhaps an outsider, who, to say the least, has established no claim to superior qualifications. It is not surprising that a man so treated should become soured and gradually sink below mediocrity in the full conviction that efficiency is not the road to advancement. Out of seed so planted the country reaps a plentiful harvest of expense, delays, red tape, circumlocution, and inefficiency of which we hear so much when the pinch of the shoe is felt.

It has been said in effect by a shrewd observer that it is vain to look for efficient service from dissatisfied servants, and all the experience I have had tends to confirm the truth of the observation. Hence the importance of so managing the promotions in the Service as to remove as far as possible all just causes for dissatisfaction.

It may be assumed that in each Department there will be work more or less special to those branches of the Service, and it should be an object to obtain material suitable for the work. In all Departments there is work which requires for its efficient performance no very high educational accomplishments nor, in fact, much more than industry. In the class suited to that sort of work, a good many of those appointed on probation would find a permanent abiding place. For, while those who have the ability requisite for filling higher places should have the chance of raising themselves as vacancies occur, it by no means follows that mere length of service should insure promotion. Promotion by seniority, all other things being equal, is just; but it can not be admitted that a young man who would be incapable of taking a high position in private service should be able to do so in the public service. It is probable that promotions by seniority irrespective of merit, have done their full share of mischief.

Speaking exclusively for the Inland Revenue Department, there is no difficulty in dividing the work into *sections*. Commencing below the sections would probably be: *Statistics, accounts, or book-keeping, correspondence and technical and scientific*. Each section would, of course, demand two or three degrees of ability, and there should be a head over each.

There does not appear to be any insuperable, nor indeed any grave difficulty, in preparing examination papers and so conducting examinations as to obtain a valuable index as to the relative ability of the various persons available for the required work. To that end, I consider competitive examinations within the Service would be of great value.

Assuming that a number of vacancies occur in any grade or section of the Service, I think there should be a competitive examination open to all the grades in the service below that in which the vacancies exist, and the promotion should be given to those who stand at the head of the list in each case. But in all such competitions the general character which each candidate has acquired with his immediate superior, for industry and personal habits, should have a definite value attached to it and should be dealt with in the competition.

I would deal on this principle with all promotions, until we come to the higher grades to which appointments can only be judiciously made upon a thorough knowledge, acquired by personal intercourse, of the qualifications and mental qualities of those who are available for the service. There is but little danger of wrong or injustice in leaving such appointments untrammelled, for every man will, as far as in him lies, take care to select a suitable person as his immediate subordinate. Hence, when the Minister appoints his Deputy, he will for his own credit and comfort take care to select a suitable person.

Nevertheless it should be understood that selection for such appointments will be made from the service if a suitable man can be found, and that the man wanted will be looked for without as well as within the Department to which the proposed appointment relates, before going outside the service; but obviously one trained in the

Department will be more likely to understand its working and the duties he will have to perform than one comparatively new to them.

Discipline in a Department is as essential to the proper performance of its functions as ability on the part of the employees. Without discipline the work is apt to be both expensively and badly done. The maintenance of discipline must mainly depend on the influence possessed by the Deputy-head over his subordinates, and I apprehend that more responsibility should rest on him than is at present understood.

I make this observation because it is sometimes assumed that the political Head of a Department can at once step into his office and personally control the whole of the details. Of course the absurdity of such an idea is evident to any one who has any experience. The political head of a department might sometimes find time personally to exercise his authority, but generally the higher duties of his office do not permit him to devote himself continuously to matters of a subordinate character. At least the attention so given cannot be continuous, and its necessarily irregular nature would have a tendency to weaken the hands of his Deputy, and, what is worse, create a sense of relief from responsibility which ought not to exist.

Hence I incline to the belief that whether in the larger Departments or in those where the range of business is narrowest, and the number of employes smallest, the business should be so conducted as to make all feel that the recommendation of the Deputy Head, and his approval of the conduct of the subordinate officers, is a necessary step towards preferment. I would go further. I would place him in a position to administer a substantial rebuke to inefficiency or insubordination. If that officer is not fit to exercise that much power, he is not fit for the position.

The same principle should prevail with reference to the heads of the several sections. This can only be carried out by establishing well-defined rules of conduct. For the honest and impartial administration of the Department in accordance with such rules, the Minister should hold his Deputy to a strict account.

One of the most grievous foes to discipline is the advancement of individuals at the cost of sacrificing the principle of advancement by merit. It is not unreasonable to imagine some such case as this. A clerk, without having had his qualifications tested by any process that would establish his fitness for the office, by some personal influence finds himself in an important position in opposition to the opinions of the permanent head of his Department. He owes his chief no allegiance. He can hold his post in spite of him. It may be said that a clerk so placed would feel that by and by his friends may be out of power, and that then there would be retribution. There is no probability of that. The chief officer knows that any such action on his part would be attributed to a feeling of vindictiveness, and that the object of it would forthwith become a martyr.

I desire to guard myself against being supposed to assert that all who are appointed by political influence make bad officers. On the contrary, I know that excellent men have been brought into the service in that way. I only assert that the knowledge that appointments are so made is necessarily detrimental to the service, and that the evil so caused might be avoided without excluding any of the useful men who would enter the Service in that way.

Outside Service.

Speaking generally, the preceding observations apply equally to the outside service; but the outside service of the Inland Revenue demands a considerable amount of special knowledge of a technical character, and it is rarely possible to find persons who possess such knowledge before they enter the service. Occasionally, however, men with special qualifications have been found. From this it is seen how necessary it is to avoid the appointment of men far advanced in years unless they have already acquired the requisite knowledge. When the Excise service first assumed considerable importance the opportunity was afforded me of pressing upon the consideration of the Minister the views I held on this subject. I submitted a report in 1866, in which I suggested some general rules for governing appointments and promotions in

the Excise service, and for constituting the Excise Boards of Examiners. That report was adopted by Order in Council and, so to speak, became the constitution of the Excise branch of the service. To a large extent it has been acted upon, though not infrequently it has been disregarded. The Departmental reports on this subject for 1874, 1875 and 1876, which have been laid before Parliament, will show to what extent the service has been managed in accordance with the Order in Council above mentioned.

During the past three years appointments in the outside Excise service have, with few exceptions, been probationary, and have been made by Departmental letters only. The confirmation of such appointments by Order in Council being conditional on the parties passing a satisfactory examination. Previous to that time the appointments were more frequently made at once by Order in Council, but I do not remember more than one case where the appointment by Order in Council was not made conditional on the parties passing the prescribed examinations in a satisfactory manner. I believe this mode of making appointments has a very beneficial influence, though it would be better to have a preliminary examination and then make a probationary appointment by Departmental letter, reserving the formal appointment by Order in Council until the character and qualifications of the candidates are thoroughly known.

Appointments so made afford young men an opportunity for acquiring a knowledge of the duties to which it is proposed to appoint them, while the knowledge that they are subject to further examination before they can be firmly seated would act as a stimulus to study.

Such a result has been greatly promoted by the publication of the examination papers with the results of the examinations that have been held. These documents I have reason to know are anxiously looked for and carefully studied by most of the younger members of the Service, as well as by some of the older ones. Practically these examinations have been a technical school which has greatly promoted the study of the technical subjects connected with the service.

The examinations have enabled the Department to classify the officers in accordance with their abilities. This is in itself a great advantage. It is always desirable to place a man at the work for which he is best qualified, and this the examinations afford us the data for doing. They have also enabled the Department to place the least competent men where they can do the least mischief, and this feature has some value.

It may be accepted as an axiom that a man who cannot pass a third-class examination, after being in the Service a year or eighteen months, is unfit for it and should be removed.

The nature of the past excise examinations may be ascertained from the papers laid before Parliament during its present session. From them it will be seen that the examination papers have been prepared exclusively with reference to the work which the candidates may be required to perform. I do not think any other kind of examination would be of any value. I lay great stress on this point. If conducted merely with reference to ordinary educational acquirements, they would be of very little use.

It would be an improvement on the system of recruiting the outside service which has hitherto prevailed, if when additional officers are required open competitive examinations were held. The number of appointments to be made should be announced, and the branch of the service to which the probationary appointments would be made should be specified, as well as the places at which the service would commence. The examinations should then be held at various places where candidates could conveniently present themselves. This would be indicated by the applications for admission.

The examination papers should be prepared with reference to the branch of the Service for which recruits are wanted. In this way for every ten appointments, there would, perhaps, be one hundred candidates to select from. It would be strange

if in that way we did not secure a better class of recruits than we can reasonably hope to obtain when they are subject to no test at all.

The parties who receive probationary appointments, would, of course, be subject to further examination before their appointments would be confirmed, and thereafter every step upward should be competed for, and the competitors should have absolute confidence that, so long as there was no disqualification by reason of bad habits or the like, to head the list would be to secure the coveted vacancy.

Practical results are held to be of more value than theory, and as ten years have elapsed since examination came into use in the Excise Service, it may be stated, as a practical result that very obvious benefits have been derived from them. As a rule—the exceptions being so rare as only to prove it—the best officers are those who have passed the best examinations, and they have attained the highest places in the Service. In attaining those places they have been greatly assisted by the manner in which they passed their examination, but especially by their thorough knowledge of technicalities of the Service which they were found to acquire before they could pass them.

I think this statement will be fully sustained by the reports and returns which have been made to Parliament by the Department.

(Signed) A. BRUNEL,
Commissioner of Inland Revenue.

DEPARTMENT OF INLAND REVENUE,
April 11th, 1877.

The Witness was then examined:

By Mr. Charlton:—

Q. What would you do with officers who having been in the Service beyond the time allowed have not gone through their examination?—We have in the Excise Branch about thirty officers who have not passed the technical examination for the more difficult branches.

By the Chairman:—

Q. Who, I suppose, are not yet confirmed?—They are not, but in most cases they continue to hold their positions.

By Mr. Charlton:—

Q. They have not, I suppose, been finally appointed. What would you propose to do with incompetent officers—I suppose such are never appointed?—Such appointments have sometimes been made. It is necessary in the interests of the Service that incompetent officers be removed.

Q. Have you ever known of dismissals for political reasons?—No.

By Mr. Roscoe:—

Q. When an officer is dismissed in your Department does the recommendation for his dismissal come from you in the first place?—No; but it is my duty to discuss the point with the Head of the Department.

By Mr. Charlton:—

Q. Who approves of your suggestions?—Sometimes that will depend upon circumstances.

By the Chairman:—

Q. To get a clear idea of the present rule I wish to ask, did I understand you to say that you now required an examination in all the branches?—No; the system does not prevail so far.

Q. Is there not such a thing as special examinations for promotion, or as to salaries?—There is such a class as “special.” We are only allowed twenty in that class. They have to pass a very severe examination. The object in establishing this class was to secure men who have a thorough knowledge of manufactures subject to Excise.

By Mr. Paterson :—

Q. You do not care if you obtain technical knowledge with candidates for appointment?—We would be glad to find that they possess technical knowledge when they came into the service but before a candidate is put to a crucial test we give him an opportunity to acquire knowledge in the service.

Q. What time do you give him?—We give him twelve months to acquire it.

By the Chairman :—

Q. Do you think a technical examination should be required in all cases?—I think a technical examination should be required in all cases where the employment demands technical knowledge. I do not think thorough technical knowledge can be expected, but we should know what knowledge the candidate possesses. Our Excise Officers require in all cases to have a knowledge of the lower branches of mathematics. It is necessary for the intelligent survey of distilleries and malt houses. I have known cases where it became necessary to determine the quantity of spirits in a vessel which was of the form of an inverted cone, the bottom being an inclined plane.

By Mr. Paterson :—

Q. This would be a case of inspection?—Yes.

Q. An officer would hardly be expected to examine all this himself; it would be examined by an expert?—Yes; but an officer should understand it.

Q. The question I wished to ask was, whether you had different examinations—one in book-keeping and another in that particular knowledge necessary in the routine of the Excise Department?—The subjects are classified; there are seven or eight subjects, and marks are given in each subject of examination. A candidate who takes all the subjects and gets a certain number of marks, is classified. If he gets less than 800 marks he is not classified.

Q. What are the advantages of classification; are collectors taken from first-class men?—They ought to be.

Q. Are they?—That is a question. I do not think that all the advantages that should result from the system of classification have been availed of. Still, if a man is very low in his examination, I think it is always a bar to his promotion—not an insuperable bar, but one he will be anxious should not exist.

Q. Is promotion according to efficiency?—I cannot say that it is.

By the Chairman :—

Q. You cannot say, then, that promotion follows the test of efficiency in an officer?—No, not always.

Q. Have you found any difficulty in the way of arranging such a system as would make promotion depend on efficiency?—There should be no great difficulty in doing so.

By Mr. Paterson :—

Q. You would not limit your promotion to one office; for instance, when a collector dies, you would not appoint a successor from the same office?—I would not limit the promotion to the same office, but extend it all over the Department. I have always advocated this. I have always held that it would be an advantage if promotion should be made so as to exchange officers between the different Provinces.

By the Chairman :—

Q. Referring to technical examinations, if candidates professing to have technical knowledge stood the examination, would you think the fact of their standing the examination *primâ facie* evidence of their capabilities?—Yes; I think so as a rule.

Q. Of course *primâ facie* evidence is not proof, but in the absence of evidence to the contrary it makes a case?—Such evidence would be in their favour.

Q. Do you consider competitive examinations an improvement?—Yes.

By Mr. Paterson :—

Q. Are you in favour of competitive examinations for probationary appointments?—Yes.

Q. What is the necessity for probationary appointments; you have taken away all danger of offending any party: you place on the same footing both employés and

employers?—I think I have stated important reasons to show that preliminary examinations are not sufficient; an employé, prior to his appointment, may have had a good character; he may come here to Ottawa and fall into bad habits and bad company, and it may become desirable that he should not be retained in the Service.

Q. You do not quite understand me; you say you are in favour of probationary appointments for one or two years; but what is the necessity for probationary appointments at all; does not an appointment hold good only during good behaviour?—It sometimes holds good during very bad behaviour.

Q. It is understood when a clerk is appointed that it is a permanent appointment, but if, in the course of two or three years, he develops bad habits he may be dismissed. Of course he will be on probation all the time?—There is a great difficulty in this. In order to get rid of a man appointed by Order in Council it is necessary to have recourse to the same authority to dismiss him; you cannot get rid of him except by an Order in Council. In the other case you merely drop him.

By the Chairman:—

Q. When appointed by Order in Council there is so much political influence that you cannot drop him?—No; it becomes a difficult matter to dismiss him.

Q. It would require greater misconduct on the part of an employé to get rid of him?—Very much.

By Mr. Kirkpatrick:—

Q. By giving him a permanent appointment you give him a sort of claim?—
Yes.

By Mr. Paterson:—

Q. You give him a claim if it turns out that political influence is on the same side; but we are discussing a system in which these influences are supposed not to have sway. What I wish to ask is this: if a candidate fails to get an appointment and has strong friends in the administration, or if, being appointed, he is guilty of misconduct sufficient to justify his dismissal, and if that is done, the charge may still be brought against the Head of the Department that he was quietly dropped to give another a chance?—If probationary appointments only are made, they would cause no feeling at all, and if you want to get rid of a man no regular report will be necessary as in the other case. In one or two years you know what kind of a man he is, and if the conclusion is that he does not suit then he may be easily removed.

By the Chairman:—

Q. The English system is, that unless a favourable report is made at the end of one year, I believe, setting forth that the employé is efficient, he could not be retained in the service. Do you think that system offers any advantage?—I think it would be a less slur upon his character in the case of his not being retained in the Service. Another advantage is that you make some one responsible for his efficiency. A great deal depends on making some one responsible.

Q. You would make the Minister, or Head of the Department responsible?—I would make the one who knows him personally, and who employs him, responsible.

Q. Have you any power of dismissal?—None at all. If the Minister is not here in Ottawa I have the power to suspend.

By Mr. Paterson:—

Q. Have you this power both in the outside and inside Service?—Yes.

By the Chairman:—

Q. Have you any difficulty in maintaining discipline?—No; I do not find any difficulty as a general rule. There have been cases in which some difficulty has been felt; but they have been few. Such cases are very difficult to deal with, and the Deputy should have power of making the employé feel that the Deputy had the power of administering a substantial reprimand.

Q. Did you ever make a report on a case of bad conduct that was not acted upon?—I once reported a case—not of bad conduct but in which the clerk did not attend to his duty, and I know that that clerk was not only retained in the Department but he got an increase of salary.

Q. How long ago was that?—That was a considerable time ago.

By Mr. Paterson :—

Q. You say he got an increase of salary when your recommendation for his dismissal was made?—I did not recommend his dismissal.

Q. It is sometimes supposed that political Heads of Departments do not always treat the permanent deputy-heads well when the latter are appointed by political opponents?—I was appointed under the administration of Mr. Sandfield Macdonald, and I have been treated well by both political parties. It is a matter of perfect indifference to me which is in power.

By Mr. Kirkpatrick :—

Q. Have you ever known of an instance in which an increase of salary was granted without the recommendation of the Deputy-head?—As a general rule he is consulted; I have, however, known instances in which his opinion was not asked.

Q. Are his recommendations generally acted upon?—They are not invariably acted upon; but as a general rule he is consulted.

By Mr. Paterson :—

Q. Do I understand you to say that in all matters of this kind the Deputy-head is generally almost all powerful?—No; I said he is generally consulted; I did not say he was all powerful.

By the Chairman :—

Q. As a general rule, does the influence in making appointments really lie in your hands, or in those of the Heads of Departments?—In the Heads of Departments.

Q. Do you refer to the inside or outside service?—I refer to both.

Q. What as regards the outside service?—I think my recommendations have had weight.

Q. Does the same rule apply to promotions?—With regard to promotions in the inside service my representations have, as a rule, been listened to. There have been some exceptions.

Q. Are you asked to suggest the men for promotion?—We have not had many promotions; it is a new department, and there are not many in it. I have only been six years at the head of it.

Q. But when promotions are made, are you, as a rule, consulted: are you asked, for instance, "Is such a man fit to be promoted?"—I have been generally consulted, but not always.

By Mr. Paterson :—

Q. I suppose a consultation is held between the Minister and yourself. Have you found him to resist the suggestions you have made as to promotions?—I have found him anxious, generally, to listen to my suggestions, because he would get information as to the efficiency of officers from me. He listens to what I have to say; and if there are objections, he may give way after he has heard the reasons I have had to urge.

Q. Have you been asked by Heads of Departments to recommend officers for promotion?—Yes.

Q. Is it not understood in the Department that the Deputy head of the Department is in a position to deal with promotion independently?—No; he can only recommend favourably for promotion, it is for the Government to decide.

Q. Do you believe that if he had that power absolutely it would conduce to the perfection of the efficiency of the Service?—There should be definite rules for his guidance, and he should be responsible to the head of the department for the proper administration.

By the Chairman :—

Q. Is there work of a technical kind to be done in the Department?—Yes.

Q. So much so that it could not be done by the ordinary officers?—Quite so.

Q. Do you think that the efficiency of the Service would be promoted by separating those branches?—No.

Q. I suppose you have some men who are not sufficiently qualified for general work in the Department?—Yes; there are men in the Service who are only fit for

certain kinds of work, such as compiling statistics and tabulated work, and who would not be fit for other work.

Q. Are there prizes in the Service in the way of salaries?—Yes; there are a few good positions with fair salaries attached.

Q. Do you think those prizes are given principally to outsiders or to employés taken from within the Department?—I think the prizes are too often given to outsiders—men who are not in the service.

By Mr. Kirkpatrick :—

Q. Have collectorships been given to outsiders?—Yes.

Q. Do you think that if the prizes in the service were put within the reach of every young man entering the Service it would tend to promote the efficiency of the Service?—Undoubtedly it would.

THURSDAY, April 12th, 1877.

Committee met.—MR. CASEY in the Chair.

Mr. PATRICK, Clerk of the House, called and examined :

By the Chairman :—

Q. How long have you been in the Service?—From the 17th January, 1827.

Q. That is for fifty years?—Yes.

Q. How long have you held your present position?—Since January, 1873.

Q. You hold your office under a commission?—Yes; a commission under the Great Seal.

Q. Before that were you in a high position?—I was Clerk Assistant since 1858.

Q. You have had every opportunity to see what was going on with regard to the efficiency of the officers of the House under your charge; are all the officers under your charge?—They are, by a rule of the House, except the Sergeant-at-Arms.

Q. Mention the grades?—Law Clerks; Translators, (English and French;) English and French Journal Clerks; Clerks of Committees; Standing and Select; Clerks of Votes, &c.

Q. Can you state the number in all the branches of your Department, English and French?—Thirty-nine in all the branches of the Service, under the Clerk of the House.

Q. By whom are those clerks appointed?—By the Speaker, upon enquiry as to the necessity of their appointment.

Q. That is under his patronage as Speaker of the House?—Yes; that is his patronage under the rule.

Q. And is it the Speaker who is to decide as to the necessity of having them appointed or yourself?—The Speaker freely consults with the Clerk before he makes appointments or fills vacancies.

Q. From whom does he learn when vacancies occur?—From the Clerk of the House.

Q. Are all appointments made on your recommendation?—Not as a matter of course.

Q. Are clerks ever appointed without a statement from you that they are required?—In exceptional instances it might be done.

Q. Are they ever appointed except when you have asked that it might be done?—In some instances where political interest is brought to bear, changes are made and appointments given by the Speaker without my knowledge, or without special reference to me.

Q. Then I suppose that these appointments are like other appointments, a matter of patronage?—I think so.

Q. Of course, I do not mean improper patronage, but the same as in the other departments of the Civil Service?—I think so.

Q. You have a large class of sessional employés?—Yes.

Q. What is your opinion as to that class of employés?—My opinion is, to engage as few of that class as possible, and more permanent sessional clerks, paid a certain sum per session, who are efficient men—that is, without yearly salaries; they are generally clever young men who do the work well, and I much prefer this class to those attached to the Department with low annual salaries. Our Service is a peculiar one. We have three months of very hard work, and during the rest of the year the work is very slack; but there must be a certain number of permanent officers, men of special ability, whose salaries should be extra good. We can always command the services of extra clerks, at the fixed pay of a pound a day during the session—such as law students and others. I have never recommended the filling up of vacancies by the appointment of permanent clerks at lower salaries.

Q. What is the number of sessional clerks now engaged in your Department?—Thirty-six, distributed throughout the various offices and Committee rooms where required, as well as, also, in the engrossing and copying rooms.

Q. What do you mean by permanent sessional clerks?—There are five most efficient men paid \$400 each for a session, long or short.

Q. By whom are these sessional clerks paid?—By the sole authority of the Commissioners of Internal Economy of the House of Commons, who have by law the sole control over every salary and pay of any kind; this is their only function.

Q. What amount of qualification would you consider necessary in a young man to make him an efficient sessional clerk?—The most important is a ready use of the pen and general intelligence in transacting official business, and legibility and correctness in copying.

Q. They have few other duties?—Very few.

Q. Can you not arrange an examination of some kind, say in dictation, to test the handwriting and general intelligence of applicants?—I should recommend that there should be no appointments except after a test as to the general intelligence of the applicant. In that case we should doubtless have a more efficient class of sessional clerks.

Q. Is there any scope for promotion in the House Service?—No other than by attaching or making an assistant of one who has knowledge of a particular branch, and keeping him familiar with the duties, so that he may understand the duties of the position thoroughly and be fully prepared to take the place of the Chief in case of a vacancy occurring, or in case of sickness or death. I have one attached to each of the offices; I think it absolutely necessary.

Q. How are promotions made—by seniority?—Not always.

Q. You promote them strictly according to what you consider indispensable qualifications?—Yes.

Q. It would be inexpedient, then, to make promotions throughout the House Service promiscuously?—That would be impossible.

Q. Is there much scope, much room for promotion?—Not very much.

Q. There is not any considerable prize in the way of salaries I suppose?—Yes, the Chief in each branch of the Department holds a very good position and worthy of ambition.

Q. There is then a fair prospect of good salaries in the service of the House?—There is; but it is very slow; and it has been particularly so since Confederation.

Q. Do you think that any arrangement could be made to increase the rapidity of promotion?—No; I don't know that we can; for instance, the head clerk of the journals is a man who must have peculiar qualifications; the formulating of the journals is a specialty in itself. There is no other in the Department except his assistant who could do the work, and that is the one who is educated to take his place.

Q. The work, then, is very much individualized?—Yes; each one has his own peculiar duties.

Q. As a rule, I understand that you promote invariably from within the Department instead of bringing in outsiders?—Yes; I have only known this rule departed from in one or two cases.

Q. As to the discipline of the Service of the House, with whom does the power of dismissal rest in case of inefficiency?—The power of suspension rests with the Clerk of the House.

Q. And the power of dismissal?—With the Speaker. The Speaker under the law has the power of dismissal over all employés except the clerk himself; and he has the power of suspending him.

Q. Are dismissals generally made on your recommendation?—Yes; in every case.

Q. You consider that it is necessary, in order to maintain proper discipline in all the offices of the House, that this should be done on your recommendation?—Undoubtedly; as the Clerk of the House is held responsible for the proper performance of the duties by all the officers and clerks who are in every official respect his deputies, to this end the House by its rule has placed them all under his control and direction.

Q. In case you did not suspend a man for improper conduct might not the Speaker lower his salary?—In such a case, the Speaker may lower his salary if he should judge proper to do so.

Q. Have your recommendations ever been disregarded in this respect?—Never; quite the contrary.

Q. When you get a clerk who is inefficient, have you any difficulty in dismissing him?—Yes.

Q. How does the difficulty arise?—It arises from the interest of friends in the House who bring influence to bear on the Speaker.

Q. Have you any suggestions to offer, that, you think would, if acted upon, promote the efficiency of the Service?—While I do not undervalue the advantages of competitive examination for candidates prior to their entering the Civil Service, I am very strongly of opinion that there is no quality more requisite and essential to efficiency than that of an apprenticeship in a subordinate position in the Service before being appointed to a place of responsibility; or, in other words, that a vacancy in an important position should, in all cases (except when an expert may be required) be filled by a subordinate in the same Department.

Q. Supposing a number of candidates were before you for choice, all of them equally inexperienced as to the duties they would have to perform, and all of them of good moral character and standing, would you consider the possession of the best relative acquirements, other things being equal, of most advantage in the candidate for the place?—I would certainly.

Q. That is *ceteris paribus*, you would consider him the best man for the place?—Yes; certainly.

Q. Who, in your opinion, should have the appointing of the employés of the House?—I would let the patronage rest with the Speaker; the Speaker is the House, and gives his directions to the clerk.

Q. Are young men appointed to the Service subjected to any test?—No; they are not.

Q. They do not come under the Civil Service Act?—No.

By Mr. Aylmer :—

Q. Yet some of them are very efficient?—Yes, very.

By the Chairman :—

Q. Would the system of probationary appointments work in your service?—Yes, undoubtedly it would.

By Mr. Aylmer :—

Q. If a man was appointed a sessional clerk, say this session, would he be again appointed next session?—Yes, if efficient, and the Service required the appointment.

Q. And they are re-engaged I suppose?—They may be re-engaged.

Q. Then you are not always allowed to re-engage those whom you have found to be most efficient?—Not always; political interest, the bane of efficiency, sometimes prevails to prevent it.

Q. In fact, in most cases, new men are brought in and appointed instead of

those who have been found to be efficient?—In some cases it is so. We try to get the best men we can.

Q. The experience of one who has been through the service of the House is valuable?—Of course it is; and a man will get this experience no where else, the duties are so peculiar.

By the Chairman :—

Q. As the saying is, a man will require a session to “know the ropes?”—Yes; and when they become efficient we are glad to get them back again.

Q. The prospect of a permanent sessional appointment would tend to increase the efficiency of the sessional employé, would it not?—Yes.

Q. I suppose the nature of your duties keeps you up late at night?—As regards myself it is so. The Journals have to be proved from my scroll record while fresh in my memory each night after the adjournment of the House, which takes from an hour to an hour and a-half; therefore, I am about the last one to leave the House.

FRIDAY, April 13th, 1877.

Committee met,—Mr. CASEY in the Chair.

Mr. JOHN LANGTON called and examined:

By the Chairman :—

Q. What is your official designation besides Auditor-General?—I am Auditor-General and Deputy-Minister.

Q. How long have you been in the Service?—Since the year 1855.

Q. And in your present position?—I came in as Auditor. We had two branches in the Service when I came in; now they are united.

Q. But you have only had your present name since Confederation?—I was then Inspector-General and Auditor-General; now these offices are united.

Q. Have you a large number of employés in your Department?—Yes; between thirty and forty.

Q. What is the nature of their work for the most part?—The work naturally divides itself into different branches. There is the Bookkeeping branch and the Auditing branch, and the Savings branch, which forms a separate and distinct branch altogether. Then we are obliged to adopt a different system for the outlying provinces from that which we have in Ontario and Quebec. In the latter provinces, when money is to be paid the order is issued and it is paid at once; but in the outlying provinces we have got to do it through our local offices; therefore there had to be a branch devoted to the outlying provinces. That makes up the several different branches of the office.

Q. What is about the average of your salaries?—The chief clerks get from \$2,000 to \$2,400. Of these, I think, four are of the first-class. Of the chief clerks of the second grade there is only one who is about to be promoted. The range of salaries in that grade is from \$1,800 to \$2,200. Then there are the other classes of clerks in their usual proportion; there are the senior seconds and the junior seconds, etc.

Q. Are there any what you might call mechanical kinds of work in your Department?—Hardly.

Q. Copying?—It is principally bookkeeping or auditing accounts.

Q. Then the clerks at the bottom of your office would require to be pretty fairly educated?—They ought.

Q. Are there no means taken to test the business capacity of candidates?—There is an examination before the person is appointed, but I have never taken part in them.

Q. With regard to persons appointed in your own Department, has the rule about passing that examination been pretty generally carried out?—Yes; I have one

or two exceptions in the case of men later on in life than the rest; these were put on without examination.

Q. But you have no departmental examination?—No.

Q. How far should a man be qualified when he enters your Department to make an efficient clerk? What do you think he should know?—My own feeling is that examinations should be made more thorough than they are at present, and that there should be a range of subjects. Many of the subjects might not be peculiarly applicable to a man's duties in his office, but a man of general intelligence and application would be able to turn the knowledge into use. These examinations should be more strict and efficient than they are. The candidate should be taken upon the general average upon all subjects, and there ought to be certain subjects which would be required particularly in the Department upon which he ought to be examined. For instance, in my Department a very thorough knowledge of bookkeeping is required; and then, I think, there might be optional subjects that may not be absolutely required, though if he has the qualifications he should be able to show them. Take languages, for instance; it is very desirable that the employé should know French. If the employé knows German, he should let it be known; some use might be made of him in that particular line. I would have examinations spread over a considerable range of subjects, and there should also be subjects which, if absolutely necessary, the candidate should show he has the knowledge of.

Q. I suppose nominations are made by political patronage?—The Minister states what man is to be appointed, and he is appointed.

Q. Have you as Deputy Minister any control over these appointments?—Occasionally we have been asked to bring in some extra clerk. We may have had him at intervals, and found that he was a good man, and that we should like to have him permanently, in which case I sometimes recommend him.

Q. Is your opinion merely advising?—That is all. But the case I have mentioned has occurred two or three times, and there are at present in my office two men I have had as extra clerks, both of whom have proved themselves as exceedingly good men, and I would strongly recommend them for permanent employment.

Q. Speaking generally, without mentioning particular instances, have you ever had men thrust upon you as employés, whom you knew to be inefficient?—I have.

Q. Have you found as a rule that the average of the class you get by this system of political patronage has given you the class of men you would have chosen had you been free to select for yourself; I am not speaking of the present men, but of the general run of the raw material that you get?—I consider that no young man should be appointed, except on probation for at least six months or a year, and at the end of that time, as a matter of course, his work could be seen. I have had a few cases in my office of mere lads, brought in as probationary clerks, and I have found they were not competent enough to be appointed permanently.

Q. Do you think if you had your own free choice of selection and rejection after trial that you could have got on the whole a better class?—I think so.

By Mr. Roscoe:—

Q. You mean the adoption of the English system, by which a clerk is on trial for a time, on the understanding that he leaves, unless he has a special appointment permanently?—Yes; that is in effect the spirit of the present Civil Service Act.

By the Chairman:—

Q. Taking the Civil Service Act as a whole, has it really been carried out about arrangements, promotions, appointments, &c.?—There have been some breaches of that Act. There have been promotions in excess of the provisions. The Act requires that a man should serve a certain length of time before being promoted. Sometimes he has been promoted as if he had been much longer in a class than he really has. There have been a great many breaches of the Civil Service Act in that respect.

Q. In your Department, have there been appointments to vacancies to higher ranks instead of promotions?—I think there has been an exception in the Receiver-General's office, inasmuch as there has been no breach of the Civil Service Act. There is no Department in which there have been so few breaches as in my office.

Q. As to bringing in outsiders, has it often occurred that they are brought in to positions above the rest of the employés?—There have been a good number of cases of that kind; but that is authorized.

Q. But has that been done in cases where promotion might have taken place?—I can only recollect one or two instances of a man being brought from the outside and put in the higher offices where some one else might have been promoted. There has not been much of that.

Q. Have you ever found it difficult or inexpedient to promote, on account of the class of raw material in the lower ranks from which promotions must be made—that the men eligible for promotion by seniority have not been able to fill the positions?—We have not had many chances of promotion, and they have been quite efficient men who were promoted.

Q. As a matter of opinion, do you think it injurious to the Service to bring in outsiders, if you have men already in the Service capable of filling the same positions?—That is a question on which there might be two sides. It is, no doubt, desirable, for the sake of attracting a good class of men into the Civil Service, that there should be promotion—that a young man who is capable, attentive, industrious and conducts himself well, should have a chance of rising. That ought decidedly to be the rule. But, on the other hand, there is no doubt that a Department might get into a sort of routine way of doing business, and there is much good occasionally in bringing in a little new blood to suggest new methods of doing things. I have seen several instances of the advantages of this in different Departments. Where the ordinary work has got into a sort of “humdrum” way of going on, the change by a man being brought in from the outside is sometimes astonishing. But these cases ought to be quite exceptional.

Q. And these should be in the higher offices—what you might call the staff?—Yes.

Q. In the ranks you think promotion should be the rule?—I think so. They should enter at the lower grades and rise up. Our present classification commences at the third-class clerks, small boys. In a Department like mine you don't appoint small boys. If you have boys they would not be efficient enough to raise and you would have to put in new men. But, as a general rule, if you have a man in the lower grade he should be promoted if he is fit, and not an outsider brought in. But if you find you have a special branch requiring a little experience, it may be advisable to make a new appointment. You want a man competent to go on with his work at once and not a mere lad. But, as a general rule, there should be promotions all through, except in special cases where it is desirable otherwise.

Q. These considerations arise from the nature of your classifications?—Yes.

Q. Could classifications be so arranged that men could go in at a fair age, so that they would be capable of promotion in a year or two if they applied themselves to their business?—In my departments it may not have been advisable to bring in one of the lads from the third-class, but as a rule new appointments have not been made to the third-class clerks, but to the junior second.

Q. Your third-class clerks really do not come in for promotion as a rule?—We have very few third-class clerks. At present there is only one in my office. We don't make original appointments to the third-class clerks, generally, but to the junior second. In our Department you don't want a mere lad, but a man with some knowledge.

Q. What are the regulations in regard to discipline in your department—as to the power of suspensions, dismissals, &c.?—I have the power to suspend. I consult with the Minister, if he is convenient; if not, I suspend without consulting him. If I thought it necessary to suspend a man during the absence of the Minister I would do it. But I have not the power of dismissal. Two or three men who have been suspended have been restored. In some cases where a man had been suspended I would, for his own sake, recommend him to resign if he is not wanted.

Q. You find it then very difficult to get rid of a man when once he is on the staff?—Very difficult.

Q. So that in case you had an inefficient man you would really find it very hard to relieve the service of him?—Yes.

Q. Have you ever actually been forced to continue inefficient men on account of this difficulty—that is of men you would rather get rid of?—Yes.

Q. Is an annual increase given in your department?—Yes.

Q. Is this given as a matter of course, or on your recommendation in every case?—Almost as a matter of course. The exception is where it is not given. There have been very few such exceptions.

Q. Is there any immediate reward open to a man for extra industry or ability in your Department?—Not until a vacancy occur in some of the higher ranks. If one of the men was a good one I would recommend that he fill the vacancy.

Q. Would it not be encouragement to the zeal of the employes if this annual increase were made dependent on a good report by the Head of the Department?—Strictly speaking it is so now. But as a matter of course a man knows that as a second-class clerk he may rise from \$700 to \$1,000, and that there he would stand until he was promoted. There should be a proper inducement held out to young men. It makes them more satisfied.

Q. Would it not be better to make it provisional upon the clerk's industry, &c.?—Yes; it is now in the option of the Minister to give it; but, as a general rule, it is given. It might be desirable that for special good qualities a man should be advanced in his class without being promoted to the next class. Say, a junior second-class clerk from \$400 or \$450 to \$900. That is what is done in a great number of Departments where the Civil Service Act is not strictly carried out. But we have adhered strictly to the law in our Department.

Q. Speaking again of promotion,—would it be possible to arrange progressive examinations in your Department so that they would be some test of a man's fitness for promotion from one grade to another?—I hardly think so in our Department.

Q. Are not the duties sufficiently different?—When you have a man under your supervision for three or four years you can thoroughly test him, and see whether he is worthy, more so than by an examination. Take book-keeping for instance. You can tell on some extra new job whether he has original ideas.

Q. I should not propose an examination as a decisive test; but are there no technical duties belonging to each grade which might be tested by some outside power?—No; you test a man's capacity, say in bookkeeping, by the way he keeps his books.

Q. Do examinations in book-keeping amount to much?—No.

The Chairman:—That is my opinion.

By Mr. Roscoe:—

Q. I should think that is one of the few things which you cannot test?—Yes. It is not only in bookkeeping that he should be proficient. A man might be a most thorough bookkeeper, but with very few ideas, and incapable of originating anything new.

By the Chairman:—

Q. Are you acquainted with the English system as at present arranged, the competitive system?—Yes.

Q. Would you give your opinion generally?—For a Department like mine I have not much faith in competitive examinations.

Q. When you say that, do you mean that it is likely to give you a worse class of men than you have at present?—No; I don't say that it would, if you introduce a more efficient system than you have, which I have already recommended. If a man has shown his capacity after being a year or so on probation, I think he should have the best chance.

Q. You said if there were two applicants for an office, the one who showed the most general information would be the one most likely to learn his work quickly?—Yes.

Q. Suppose you had a general examination which would show relative capacity,

would it not be advisable to take those who, other things being equal, showed that they had the largest amount of intelligence?—Yes; if he had a year of probation.

Q. I am speaking of the first appointment. You are going to take a number of men on probation: you want to get the men most likely to undergo this probation creditably; do you not think it right to suppose that, things being equal in other respects, the best educated man would be the most likely to pass his probation most creditably?—Certainly.

Q. So that if proper means are taken to test the character of applicants, you admit competitive examinations would be a very good means of getting the raw material, to be tested afterwards by probation?—My own suggestion as to the examinations being spread over a larger number of subjects is very much of the same idea. But then I don't think an applicant should have the position because he has the most marks, necessarily.

Q. You would not propose a hard and fast competition, but that the principle of competition be practically carried out by extensive examinations over a certain range of subjects?—Yes.

Q. But although he passes the examination, if the choice is to rest upon the Minister, is not the door still open for political favouritism?—Do you think to get rid of it or personal favouritism.

The Chairman:—I think it is as in England, where the Minister has nothing to do with the appointment.

The Witness:—In England the classes are more divided than they are here. In England there are young men who would be quite willing to take an appointment without any great expectation of ever rising above it, however minor it might be. Here young men don't care to enter a minor position where there is not almost a certainty of getting something better. We have not the first-class here.

Q. I understand you to say that difficulty was experienced in removing inefficient men and replacing them by better; I suppose this arises from political connections. You find it very difficult to "drop" a man?—Nobody ever is "dropped;" the Civil Service must be different to what a private business is; unless a man is drunk or something else of the kind, you have no means of getting rid of him.

Q. But suppose men came in on the ground of having passed a certain standard of examination merely, simply on account of qualifications they possessed or professed to possess; do you not think it would be easier then to remove them if they were found not to be suitable?—If a man has passed a competitive examination you cannot turn round and say that you don't want him.

Q. But you can say, that if after six months' trial you don't suit practically, you cannot be permanently appointed?—I am afraid you would have a difficulty in carrying that out.

Q. Do you think the Service in your Department is sufficiently attractive to obtain the services of the best men—such men as you would wish to get?—I hardly think it is; the prospects in the Civil Service at present are not very bright. Promotion is very slow in the Post Office. I should not like to put one of my sons into the Civil Service if I could put him into a profession or anything else.

Q. Do you think a young man has as good a chance in the Civil Service as in a bank?—Young men in the banks complain that promotion is very slow; but I think there are more prizes in a bank than in the Civil Service.

Q. You think that an increase in the chance of promotion is even more important than an increase in the salaries?—I think it would; I think the salaries would require revision; but the prospect of promotion is the grand thing for getting good men. Supposing there are 60 men in a Department; there are only five or six decent situations to look forward to.

Q. In the outside service?—They can be appointed over the offices at Halifax, Montreal, Toronto, St. John, &c., and in the savings banks, &c., as Receivers-General.

Q. Are these appointed by the Minister through his personal knowledge of the appointed, or by the recommendation of the people in the locality?—They are appointed by the Minister.

Q. Is there any promotion, or do they generally remain where they are put?—The Receiver-General is at the top of the tree. There can be promotion among the juniors; but it cannot be very high.

Q. You don't generally remove these Savings bank managers from one place to another?—These positions are altogether apart. It is only a small affair given to Custom House officers and Postmasters. The salary is only from \$200 to \$300 a year.

SATURDAY, 14th APRIL, 1877.

Committee met.—Mr. CASEY in the Chair.

Mr. J. C. TACHÉ, Deputy of the Minister of Agriculture, called and examined:

By the Chairman:—

Q. How long have you been in the Service?—Over seventeen years, nearly eighteen.

Q. How long in your present position?—About thirteen years in the present position.

Q. Your Department is divided into two branches, is it not?—There are several branches, although not apportioned under the masterships of exclusively responsible Directors, some of these branches are separately kept; but clerks are made to work in various branches according to the pressure of business.

Q. Which is the most important branch?—The most important branch, in extent and in amount of business transacted, is the Patent branch.

Q. There is not a special head of Immigration?—No; there is not. Mr. Lowe, the secretary of the Department takes, however, a special charge of that branch.

Q. It is under your responsibility?—Yes; so far as carrying out the orders given to me by the Minister; but orders are also given directly to the secretary.

Q. What about statistics?—There have been four clerks employed at statistics, who occasionally also give their Services to other branches of the Department; especially in making searches and preparing memoranda of various kinds, which are often times requested from our Department. They have again given assistance in the census labours, and have been the workers of the retrospective statistics which are annexed to the First Census Report of Canada, and from the whole of the fourth and part of the fifth volume of the said work.

Q. Are there any other statistics taken, besides those already referred to?—There are labours on criminal statistics and insolvency presently going on in pursuance of Acts of Parliament.

Q. Is the Census work finished now?—The Census work, restrictedly so-called, was terminated long ago,—what has been going on, since, is the completion and tabulation of statistical operations which are the complement of the first Census of the Dominion, embodying the numerical information and vital statistics such as have been found in a vast number of manuscripts, archives and registers and in printed documents. The whole, for print, worked into a compact form, for comparative study and for reference at all times to come.

Q. How many clerks are employed in the Department?—The personnel of the Department is composed of 25 permanent and of 10 non-permanent employes, all told; there are besides 8 temporary employes, connected with the statistical operations, complementary to the Census.

Q. How are these employes graded?—They are classified in accordance with the Civil Service Act.

Q. Do you always make appointments to the lowest of these classes?—The appointments have been made in different classes, some in the lowest, some in the highest grades.

Q. Are appointments frequently made from the lower to the higher classes?—Promotions in the Department have not been frequently made, and none, at a jump,

from the lower to a high class. The higher classes, as a rule, have been filled by appointment rather than by promotions.

Q. It follows from this that promotion is not very rapid in the Department?—It has been very slow, indeed.

Q. Do you think that this is a discouragement to the clerks?—Of course, it is necessarily so, especially to the most deserving.

Q. Are promotions and appointments made on your recommendation?—No; I have not been consulted on promotions. As regards appointments, since Confederation, I have contributed only to two nominations of third-class clerks, and been consulted on a third one of the same class.

Q. Promotions have been at the will of the Minister, then?—Necessarily the Minister is the authority in the matter.

Q. Do you suppose that political influence has had anything to do with making promotions?—Having not been made acquainted with the motives, I cannot venture to express an opinion, and I only mean to state facts in this respect.

Q. What is the nature of the work in the Department generally; is it technical?—There is work of both kinds, mechanical and technical. A good deal of the questions arising, and of the decisions to be given, are of the intellectual and technical kinds. The branches of patents, trade marks, copyrights, quarantine, statistics and others involves studies, searches and training of experience and discriminating practice.

Q. Have you any position requiring technical knowledge?—Yes; as I have already said, the office, as a whole, must be possessed of a fair amount of technical knowledge—specially of such as is the result of experience acquired in the practical contact with the subjects, either acquired beforehand or obtained in the Department.

Q. Have you ever had men appointed to positions requiring technical knowledge without test as to their qualifications?—I am not aware of any other test having been applied in the matter of appointments in the Department, than what was known of the appointee and of his previous life.

Q. Did you find that they were efficient?—Yes; the Department has been fortunate in this respect—the clerks, as a whole, are efficient.

Q. But after some time?—Yes; I do not expect that any one coming into the Department could be thoroughly efficient except after some time.

Q. Are you satisfied with the work as done in your Department?—Yes; our work is well done. Perfection, of course, cannot be expected under any circumstances, and all clerks are not of the same value; but our staff is efficient.

Q. You have had a class of good employés all along?—Our employés, as a whole, are good. We have had very unsatisfactory cases, which the Department has got rid of.

Q. Then it has been by good luck, I suppose?—I would not say that. I suppose the Ministers have taken pains to enquire into the general qualifications of the persons before appointing them. Reasonable discipline and kindness united with firmness, goes a great way in breaking employés into their work.

Q. What you require then is intelligence and good education?—I care a vast deal more for intelligence, associated with steadiness of disposition, than for the amount of instruction possessed at the time of appointment, for clerks entering the lower grades of the service.

Q. Then you do not care for a high standard of learning in candidates for appointment?—Not for the generality of clerks. Some of the best clerks have entered the service mere boys, issuing from elementary schools, in fact knowing nothing else then than how to read and write. It is not what the clerk who is to be permanently attached to the Service, knows at the time of his appointment which is the essential, but what he is capable of learning about his work and what are his aptitudes for an office life.

Q. Supposing that several candidates were before you for appointment, all possessing qualifications for the work and all of good character, would you not suppose that the man who showed most education would be best suited for the work?

—No; I would not. I think it is a mistake to suppose that the young man who has had the most grammar and ready made geography and arithmetic ground into his head must be the most fitted for any situation.

Q. Then you suppose that educational acquirements have little or no value in a candidate for appointment?—The amount of educational acquirements possessed by a young man at a given moment, is, in my opinion, no criterion of his capabilities and his aptitude.

Q. Then you are not in favour of competitive examinations?—Decidedly not.

Q. Are you in favour of probation, that is taking candidates on trial?—Yes; I believe it is the only sure way to judge of the aptitude of a man for any work; I mean a probation of sufficient duration to bring out qualifications of the kind wanted.

Q. Supposing you had ten candidates to choose from, how would you be guided in your choice?—I would have to choose one under such circumstances, if not previously acquainted with them by the intelligence and understanding shown. I would have, I might say, in such a case, to select one by his looks.

Q. By his looks? but you would only take him on trial, I suppose?—Certainly. This I always take for granted, and if not found apt after trial, then his services should be dispensed with.

Q. You consider probation necessary then?—Decidedly so; I mean for young clerks. I suppose that those who are appointed at a mature age have had their probationary stage gone through in the practice of outside life and are selected for being well known as men of general capacity and of moral standing.

Q. But that is a probation of which neither the Minister nor the Deputy Head of the Department can know anything?—Oh, yes; a man who has made his mark in the world, who has won an honourable reputation, can certainly claim that as a fair probation of his value; the test of which can easily be ascertained.

Q. Do you find that when you once get a man on the staff it becomes a difficult matter to get rid of him should it be necessary to do so?—Yes, it is a matter of fact that it is so; this difficulty, however, is independent of the system or mode under which the appointments are made. I think it is less necessarily incident on probation than on competitive examination.

Q. You have to take a man as you get him and do the best you can with him?—I have to take the clerks as they are given to me; I have no choice in the matter.

Q. Have you had to recommend any dismissals?—I have had to recommend two *quasi*-dismissals, or forced retirements.

Q. Did you find your recommendation acted upon?—Yes.

Q. You have no power of acting by yourself in such cases?—No; the only power given to me is to suspend in the absence of the Minister.

Q. Speaking of probation, do you not consider that the best probation for the higher ranks in the service of the Department is training in the lower?—Not always, for the higher ranks, such as deputies, for instance. As a general rule, however, promotion should be the means of filling the vacancies in the various classes of clerks.

Q. As a general thing then you would promote from the lower to the higher grades?—As a general thing, yes; but I hold that in some grades it is advantageous, and at times necessary, to bring men from the outside. The service in the long run has its advantages and offers the best opportunities of acquiring experience in what constitutes a good and steady routine, which insures the efficiency of the Service; but it has also its disadvantages and it becomes sometimes necessary to infuse new blood by bringing in the higher grades men who have gone through the struggles of life, and who, single-handed, have passed with distinction through the difficulties of varied and laborious occupations of the outside world.

Q. At present is there no fixed age at which candidates may enter the Departments?—There are certain ages prescribed by law; but as a matter of fact such provisions are of no great avail.

Q. The rule laid down by the law is not observed then?—The practice makes it oftentimes unobserved.

Q. Do you not think this should be done?—I do not think that extremely stringent and elaborate provisions and iron rules could ever be strictly maintained.

Q. Is the work individualized; that is, is there only one clerk in each particular branch who understands the work of that branch, and would it be possible to separate the various labour—say, for instance, to make the mechanical work distinct from the rest?—There are clerks appointed to each branch of the Department; but I try, as much as I can, to gradually bring the clerks to be acquainted with the various subjects with which we have to deal, and I take special care that more than one clerk should be competent to undertake the work of any branch. We have to provide that no class of work shall suffer through the absence or retirement of any of the clerks. The Department is kept up as a whole, and I consider that it would be a great disadvantage and risk to run, to so individualize the work as to render it a matter of necessity that each part should be done by one man to the exclusion of all others. In the practice of the Department we often get very good hints from clerks not actually in charge of the matter, but who have been allowed and made to acquaint themselves with the various parts of the Departmental administration.

Q. It has been said that the junior clerks in all the Departments might be put together to form one class for purposes of promotion, so that they might be promoted from one department to another till such positions are reached in which work would have become individualized. Do you think that the work in your Department is so different as to interfere with the carrying out of this idea?—I think that such a system would be very detrimental to the good working of Departments, besides opening the door to medley. The matters entrusted to each Department are sufficient to occupy the mind and attention of clerks. These matters they can only acquaint themselves with by degrees. The mere copying of documents is in itself an initiation into the subject matter thereof. It is in copying patent papers and statistical papers, for instance, that one young clerk begins to acquire notions about patents, and statistics, and so forth, and gradually becomes familiar with the intricacies of questions.

Q. Have you had many superannuations in your Department?—We have had two superannuations, one on account of physical incapacitation, the other was one of the two *quasi*-dismissals I have spoken of.

Q. Is an increase of salary given to all clerks in the inside service, and is it given on your recommendation?—There are clerks that have never had any increase made to their salary. Increases are not given every year to all clerks. When a certain maximum has been reached in one class, then, properly speaking, increase means promotion. The increases have not been given on my recommendation, I have not been consulted on that matter.

Q. Then the increase of salary does not go by good conduct?—Good conduct has not in every case secured it to the clerks, but they run the risk of losing it by bad conduct.

Q. Do you think it would be better to make promotions depend on merit?—Most decidedly: It would be the continuation of the system of probation, which, I think, is the only one capable of securing the greatest possible efficiency; defects and drawbacks there are and will be, whatever means and systems are adopted.

Q. The English system some years ago was that unless an employee taken on probation was recommended by his immediate superiors at the end of a certain time he could not be retained in the Service. Would you approve of that system?—I would undoubtedly recommend that any clerk taken on probation should not be retained in the service after the end of his probation if he is really proved to be unfit for it; but I would make it a matter of qualified decision, but not of a *de facto* lapsing by non action taken.

Q. Tell us about the outside services of the Department?—The permanent outside service of the Department belong to statistics, quarantines and immigration. The statistical outside service has four employees. The quarantine service has about 36 employees all told, and the immigration service 25. There are besides travelling immigrant agents now numbering 13. The branches of art, agriculture and statistics

are casually adding temporary employees to the outside service, such as for instance the census labours and the occasional necessity of guarding the country against the introduction of epizootics.

Q. Are the men graded in the outside service as in the inside service?—No; the officers, such as the medical superintendents of quarantines and the immigration agents in charge of agencies, are special in their functions. In the quarantine stations the employees, besides the medical officers, are hospital staments, orderlies, nurses and boatmen.

(Signed) J. C. TACHÉ,

Col. the Hon. EUGENE CHARLES PANET, Deputy Minister of Militia and Defence called and examined :

By the Chairman :—

Q. How long have you been in the position you now occupy?—I have not been very long in my present position; this is my second year.

Q. You have been thoroughly acquainted with the service in the Militia Department?—Yes.

Q. About how many employees have you in your Department?—The Department consists in the Minister, his Deputy, the Major-General, his aide-de-camp, the Adjutant-General, twenty-two clerks, of which three are chief clerks, six are first-class clerks, four are senior second-class, eight are junior second-class, and one is a third-class clerk, and four messengers. These are divided between the Minister's office, where there are three clerks, the Account Branch, employing five clerks, the Store Branch five clerks, and the Adjutant-General's Office nine.

Q. Have you any outside employees in the Militia Department?—Yes; we have a good many, but they generally come in under the staff for the different districts. Then we have the Major-General and his staff.

Q. But these are not civil servants?—No; these are all military officers. Besides these we have a number of care-takers and store-keepers. We have ten store-keepers in the different military districts.

Q. You get these men, I suppose, in the usual way, on the nomination of the Minister?—The storekeepers are named by Orders in Council; the caretakers are named by the Minister.

Q. You have no personal voice in their appointment?—No.

Q. Are they submitted to any examination?—Not that I am aware of.

Q. Have you had many promotions?—There have not been many promotions in my time.

Q. Have appointments been made of which you had no previous knowledge?—Yes. I have found men coming in without knowing anything at all of their appointment.

Q. I suppose your power, is, as in the case of other Deputy Heads, merely to suspend?—That is all.

Q. You have had no trouble in enforcing discipline?—No; none whatever.

Q. Do promotions follow any regular rule, or are they made entirely at the option of the Minister?—Promotions do not follow a regular rule, and are made by Order in Council. Promotion is the all-important matter to the clerk. The rule is supposed to exist, and clerks are supposed to be eligible for promotion when the time comes; but the clause in the Act is permissive only, and hence it is that clerks do not always feel secure. Those who can command political influence, or influence of some kind, of course, make use of it. I believe that is the main lever employed in many cases in order to secure promotion. There are several clerks who have taken no means of obtaining this influence who are now at the maximum salary of their class, and they cannot get promotion without an Order in Council.

Q. Which cannot be got without influence?—Well, that I am not to say.

Q. What would you consider an improvement over the present system?—Any system that would be clear of political influence would be the best.

Q. To what result does the present system tend?—I think it is discouraging in some cases.

Q. Does it tend to the demoralization of the Service?—I think it would have that effect if continued too long.

Q. Do you think it would be possible to get rid of political influence?—I think that it would not be possible to get rid entirely of political influence.

Q. If you had the choice of candidates and the right of promotion yourself, would that give you better men?—Well, I can't complain. I think I have as good a set of employés as could be had to do the work required.

Q. But if you had the choice yourself, do you think that in a number of years it would make a difference?—Well, I have so good a set of employés that I think I could not get a better staff to do the work required. If the choice was left with the Deputy, the case might be altered either way, according to the influence that might be brought to bear.

Q. Do you think that a system of probation would be better?—Well, I think it would be a good arrangement.

Q. Such a system as would permit of dismissal after a year's trial?—Yes.

Q. No matter how appointed, provided they might be dismissed within one year?—I think so. We have had many clerks in the office at the same salary. There is one who has been for years receiving a salary of a thousand dollars; he now gets fourteen hundred, the maximum he can receive. There are four now drawing the maximum, and it would require an Order in Council to get them an increase.

Q. Is this increase for good conduct, or does it come as a matter of course?—It comes as a matter of course; but only on the recommendation of the Minister, good conduct, of course, being indispensable.

Q. Do you consider the salaries paid in the Civil Service sufficient to attract a good class of men?—Not some of the salaries in the lower grades.

Q. In order to increase the efficiency of the Service, do you think salaries should be increased?—The lower classes are very low.

Q. What is the minimum?—The minimum is six hundred dollars a year.

Q. Do employés always commence with the minimum salary?—No; I have a man who is receiving a thousand dollars and he has been receiving the same salary ever since he was appointed.

Q. Do you think it a good system, that of appointing clerks at high salaries?—No; I think not.

Q. Do you think it would be a good plan to offer the prospect of promotion to young men entering the service?—Yes; I think it would; but I think the salaries at which you appoint young men are very low—six hundred dollars is a very low salary for a good clerk.

Q. Still, you say you get a good class of young men. The banks get a very good class of young men at \$250, with prospect of promotion of course?—Well, if you hold out the prospect of promotion it is different; and a great deal will depend on the confidence the employé will have that promotion will be carried out.

Q. Do you think it would be an improvement to make these appointments dependent on a Board outside the Civil Service?—That would depend how your Board would be constituted. It would be difficult to get anything but a political Board from outside.

Q. Suppose the Board were composed of men from both sides as in England?—The examinations would have to be carried on then as in the universities. Examination papers should be given out and the answers sent in, the parties not knowing who they were examining. That is the examination should be carried on by means of sealed papers.

Q. You think it would be a good way?—I think so.

Q. Do you think that, of several candidates for appointment, it would be

preferable to appoint those showing superior educational standing, if quite equal in other respects, and that a competitive examination is a fair system of choosing?— I think so.

Q. And that it could be worked?—I believe it could be worked and depended upon to a certain degree.

Q. Would you have promotion go by seniority, other merits being equal?— Yes; but you would have to make exceptions sometimes. I think that special qualifications showing themselves would constitute an exception; and there would be a right to promote a junior.

Q. Have you any suggestions of your own to offer?—I have not been in the Department long enough, and I am aware that parties have been examined before this Committee who have more experience than I have.

By Mr. Aylmer :—

Q. How are the storekeepers appointed?—The store-keepers are named by Order in Council, like the others.

Q. What class of men are these storekeepers?—They are a very good class; some are professional men.

Q. They do not require to be a good class of people, do they?—Oh, yes; they require to be a good class of people, as they have valuable property in their keeping.

Q. What salaries do they receive?—From five to six hundred dollars.

Q. What are their duties?—They have to look after a good deal of property. They are intrusted with the keeping of the militia stores of all kinds. In Quebec, for instance, we have an officer who, in addition to his regular duties, has to look after the military property in Quebec and Point Levis. He gets an extra hundred dollars for that. In Kingston the storekeeper has also to look after military property.

Q. How many of these storekeepers have you?—We have nine or ten. We have one in London, Toronto, Montreal, Kingston, Quebec, Halifax, St. John, Hamilton, Victoria, and Charlottetown, Prince Edward Island.

Q. How much stores has the man in Charlottetown to look after?—He has to take charge of all military stores, such as shot and shell, small arm ammunition, clothing, &c., required for the artillery and infantry on the island. Major Cropley, who is storekeeper there, gets four hundred dollars per annum.

The Storekeepers are :—

Captain Starr, at London.
 Captain Burt, at Toronto.
 Major King, at Kingston.
 Major Pope, at Montreal.
 Major Lampson, at Quebec.
 Lieut.-Colonel Evan, at St. John.
 Major Guy, at Halifax.
 Lieut.-Colonel Peebles, Fort Garry.
 Captain McDonell, Victoria, B.C.
 Major Cropley, at Charlottetown.

Q. Are all these paymasters as well?—No; paymasters are a separate class of officers.

Q. Storekeepers, I suppose, would not be included in the Civil Service?—Yes, they are appointed by Order in Council.

Q. They are appointed on recommendation?—Yes; on the recommendation of the Minister of Militia.

Q. Their salaries would not be a prize to anybody, I suppose?—No, they only get from five to six hundred dollars per annum.

Q. What do paymasters get?—Paymasters get six hundred dollars per annum.

Q. Are they appointed by Order in Council?—Yes.

Q. They have a great deal of money in their hands?—Yes.

Q. Do they give security?—Yes; from five to ten thousand dollars.

Q. I have known them to have sixty thousand dollars in their hands?—Yes. They do not receive a very high salary.

Q. Are they appointed after examination?—No.

Q. As a rule they are good men?—Yes; we have all good men; they are recommended, and as they require special qualification, inferior men would scarcely apply for the position.

Q. Still, all those appointments could come under the same system. Do you not think the Deputy Head should be consulted?—Yes; paymasters have a great deal of responsibility. They are appointed by Order in Council; and sometimes they are taken from the officers who have done some service in the force, and they consider they have a right to promotion there. We have a very good set of officers.

By Mr. Roscoe:—

Q. The Brigade Majors and other officers are promoted by seniority?—Yes; in all military appointments of course seniority has its rights; and unless a man is disqualified he has a right to promotion when there is a vacancy.

Q. How are the adjutants appointed?—By adjutants—I suppose you mean the Deputy Adjutants General in the different districts. These are appointed also by Order in Council, and generally on the recommendation made to the Minister by the Major General.

Q. Has Gen. Smyth power to prevent the appointment of men whom he considers unfit?—He would report against the appointment.

By Mr. Aylmer:—

Q. The Minister of Militia would not put in a man who is not recommended or who is unfit?—No; but it might happen that a man whom the General has recommended would not be appointed.

By Mr. Roscoe:—

Q. Are these Brigade Majors appointed for life?—Many are appointed during pleasure.

Notes on Civil Service Reform by Wm. D. LeSueur.

It may be well first to enquire what are the evils to which the Civil Service is subject in the nature of things; secondly to what extent those evils have made themselves felt; thirdly, how they may best be remedied.

1st. The first great evil to which the Civil Service of almost any country is subject, or would be but for restraining influences, is being administered not in the interest of the community at large but in that of a favoured class. It is unnecessary to do more than merely refer to the fact that in past times the civil list in various countries has been mainly a means of rewarding court or party favourites, and that it has not been supposed in the least necessary that persons drawing money from the public purse should render any service in return. Different views now prevail almost universally, and the age of sinecures may be said to be nearly past, but the old evil is still represented by the tendency to overcrowd the Public Service. In Canada men are not appointed with absolutely nothing to do, but they are still sometimes appointed when they are not required, and when therefore the result of their appointment is to subdivide work which cannot well stand subdivision, the direct effect of this is to promote idleness and disorder, and to lower the moral authority of the heads of the Departments. It stands in the way also of satisfactory organization, for it is almost harder to know what to do with too many clerks than how to manage with too few.

The evils of overcrowding make themselves felt whether the persons appointed are competent or not; but there is at times a temptation to appoint incompetent persons. These, of course, are a serious embarrassment in any office. It is not often that a thoroughly and hopelessly incompetent person is appointed, but the thing happens sometimes, and then the question is what to do with him. He is tried at

several duties and fails in all. If a Department has to keep such a person on its pay-list, the best thing to do would be to give him unlimited leave of absence. This is an unusual case, but it not unfrequently happens that men are appointed who are very poorly qualified for the duties of a public office, and from whom therefore no really satisfactory work can be got. Every Department, I imagine, in the public service has its own share of these.

Next comes the coil of interference with the regular and legal order of promotions in the Service, and the carrying off of the only prizes the Service holds out by political partizans. It has been, with a view to meet this evil, that the rule of promotion by seniority has been established, the supposition being that if promotion by merit were freely conceded it would be abused for political purposes. In the Department with which I am connected, the last three Inspectorships created have been awarded to outsiders, and other offices of less importance, but still which would have been regarded by many men in the service as very desirable positions, have been similarly disposed of. The pretension has been in some cases at least that there were no men in the service capable of filling these offices, but, so far as I can judge, the pretension was not well founded.

On the other hand the rule of promotion by seniority which, as I have remarked, was and is intended to exclude political influence, has itself become a fetter of a very burdensome kind. A clerk who, in point of ability and application, shoots far ahead of the majority of his colleagues, finds his natural aspirations for improvement of position checked and frustrated by a cast-iron rule. He becomes discouraged and, if any other career is open to him, resigns. The Department has in this way lost the services of some of its best men.

The above are the chief evils that attack the public service from the outside; those that affect it from the inside are such as spring from the weaknesses of its administrators. Though speaking only as a clerk I may take it for granted that the heads of the Departments are not exempt from human infirmities; perhaps I might even venture to say that they do not claim to be. Upon them depend, in a large degree, the organization, discipline and tone of the Departments over which they preside. I say in a large measure because the external influences above referred to affect all these in a certain degree. The superior administrator will show his superiority in the results he accomplishes in the face of these influences, or by the extent to which he succeeds in keeping them in check. In every Department *vis inertiae* counts for something; in some it counts for more than in others. By *vis inertiae* I mean, of course, the spirit of routine, which, in some men, overpowers all sense of the necessity of progressive changes, and causes them to prefer an old and inefficient machinery to anything new that can be suggested. The evils which may spring from this source are by no means unimportant. No ill-organized Department, and no Department which does not progressively adapt itself to the increasing range of its duties and functions can be in a healthy condition, or yield satisfactory results to the public.

The order of subjects which I adopted at the outset would require me next to speak of the extent to which the evils described exist in the public service of Canada. Some of the remarks, however, which I have already made indicate partially my views on the point, and I do not think, upon the whole, considering my position in the Service, that I am called upon to say more.

On reconsideration, I think it not out of place that I should express my opinion as to the present average of ability in the public service, or more strictly speaking, in that branch of it with which I am personally acquainted. My opinion briefly is that the average is higher than might be expected under the present system of making appointments, and that if proper pains were taken to train men and to educate their sense of responsibility, there would be no occasion whatever, taking the service just as it is, to go outside for suitable successors to the present occupants of staff appointments. One head of a branch who has taken great pains with his subordinates in teaching them their duty and training them to habits of punctuality and exactness has told me that he has no fault to find with the present system of

making appointments. His opinion on the latter point would not probably be generally concurred in, but the fact that he is able to accomplish such satisfactory results under the present system is deserving of all attention. I have myself had considerable experience in the supervision and training of juniors, and I must say that some of them have been possessed of excellent abilities and have needed only a vigorous discipline and reasonable prospects of promotion to render them highly capable officers.

The next question is how these evils, supposing them to exist to a greater or less extent, can be most successfully counteracted.

1. The evil of over-crowding.—The remedy for this, lies immediately with the political heads of Departments and with Parliament. My impression is, however, that a distinct and emphatic statement by a Deputy Head that the staff of the Department was complete, and that any further appointments would be entirely superfluous, would supply a check which few Ministers would disregard. Then the provisions of the law regarding temporary appointments ought to be strictly enforced. Those who are familiar with the internal working of the Departments know what an advantage it is to have no superfluous men—how much more smoothly all the work goes on.

2. The remedy for incompetency would seem to lie in a reasonable system of at least *qualifying* examinations. These examinations should be framed to test capacity and mental resource more than mere knowledge; for if a young man enters the public service possessed of good natural abilities but somewhat deficient in knowledge he can repair the latter fault afterwards; but if he slips in on the strength of his knowledge without being possessed of adequate ability, he will make but little if any progress afterwards and will likely always be a drag on the Service. I have known a man enter the Service whose hand-writing was altogether below par, whose spelling was imperfect, his composition more so, and his general knowledge of men and things almost *nil*, and I have known him, by dint of industry and application and the use of a good natural intelligence, make himself one of the most efficient clerks in the branch to which he was attached. What he did not know he set himself at once to learn, and was always eager for opportunities of extending his knowledge. I do not cite this case as showing that examinations to test education are of no value. Far from it; my only object is to show that education is not the most important thing that a man can bring to the public service; the most important thing is vigour of mind. I hold at the same time that no man should be allowed to enter the public service who has not had a good elementary education. The man who can learn after he enters the public service can also learn *before*, and there is no reason why he should not. It is not right or fitting that anything like school education should be going on during office hours. I have heard the head of a branch state that he had been obliged to be in a great measure a schoolmaster to some of the clerks who were sent to him. This, which of course involves waste of time, might be obviated by a strict preliminary examination. Competitive examinations would tend still further to raise the standard of ability in the Service; but the question arises whether the standard of ability being raised, the present scale of salaries would be found sufficient. That, however, is not a question for discussion at present.

The question of organization is a more important one even than that as to the best method of making appointments. The important points in organization are:

1. A proper division of the work according to its nature.
2. A proper distribution of it amongst the staff.
3. The enforcement of a graduated responsibility.
4. Some distinct provision for training, under which head would be included arrangements for testing, by some form of examination, the proficiency of employees.

On the subject of distribution of work, I may remark that it is a very undesirable thing for a junior clerk to be assigned work of a more important or confidential kind than that performed by some of his seniors. This sometimes happens, and it always creates dissatisfaction. The junior clerk not receiving any special compensation for the higher quality of work he does feels that his claims have not been fairly met,

while the seniors feel that the placing of more important work than theirs in the hands of juniors is a kind of reflection on their capacity. My opinion is that work should be graded according to its character, and set down as 1st class, senior 2nd, junior 2nd, &c., as the case may be, and that an effort should be made to keep each class of work in the hands of a clerk of the proper grade. The English system of "duty pay" would, I think, be found very serviceable.

This system will be found described in the Report of the English Civil Service Commission of 1875.

In a service where two languages are used, it is obviously unfair that a man who brings to the Service a knowledge of both, and whose knowledge of both is made use of by the Department in which he serves, should derive no advantage whatever from the fact. Such, however, is the fact. In the Department in which I serve a man who knows both French and English is made to do work requiring a knowledge of both those languages, and to do it even for his seniors. A senior clerk may send in to a junior clerk that portion of his work which requires a knowledge of a second language, and the junior gets nothing at all in the way of pay or promotion for this special qualification.

As regards the evil of political interference with promotions, there is little doubt that it could be largely met by some of the provisions that have been adopted in England. When an appointment is made from outside the Service the Deputy Head of the Department should state distinctly in a return to be laid before Parliament that, to the best of his judgment, there was no person in the Department competent to fill it, or suitable generally for the appointment; and if the office is not a staff appointment the chief clerk under whom the appointment is made should state whether or not he concurs in the opinion.

I regret that it is not in my power at present, for want of time, to go more particularly into the subject of examinations. The above, however, is the substance of what I think it most important to say.

25 Vict., Chap. 160, Victoria, Australia, 1862.

I have recently had the Civil Service Act of Victoria brought before my notice. Many of its provisions indicate that great care and ability has been brought to bear upon it.

By this Act the Civil Service is made to consist of two main divisions, viz:—The professional and the ordinary. The former including all offices requiring the exercise of skill usually acquired only in some other profession or pursuit, and to consist of such number of classes in each Department as may be approved by Order in Council. The latter to include all other than the above and to consist of five classes. The maximum and minimum rate of salary payable to each class is fixed by Order in Council in accordance with a general classification, and provision is made that such maximum and minimum may be increased and reduced by message to the Legislative Assembly before transmission of the message accompanying the estimates. An increment of one-sixth of the difference between the maximum and minimum of each class may be added each year as a matter of course, except in case of misbehaviour. The first-class in both ordinary and professional divisions is left open as to salary giving great elasticity to the Act. Appointments are made after examination for three months and appointee may be dismissed at any time, if not practically suitable, prior to the completion of such probationary term. On a written recommendation of the first officer the appointment may be made absolute. The examinations are not competitive, however. Promotions are to be made from the order next below in the ordinary division; but in the professional division, if there are in the lower ranks none competent to fill such vacancies, parties may be brought in from without the Service, with or without examination. In such case a statement must be published in the *Gazette* within one week of such appointment, setting forth the reasons for such selection. A further provision renders it necessary for each Department to furnish a report to Governor in Council once in each year, as to the conduct

and efficiency of its employés. This Act contains a provision also which, if adopted here, would put a summary stop to minor irregularities. The first officer is authorized to impose a fine of £5, to be stopped from the salary of the offending officer; he may also withhold his annual leave of absence for similar causes. For graver breaches of regulations the Governor in Council may reduce officer to lower rank or reduce salaries in the rank already attained. On reduction of staff, officers are entitled to one month's salary for each year's service, and a provision is made for superannuation out of Consolidated Fund. A schedule accompanying Act designates the office deemed professional.

The Public Service.

Some years since, I drew up a tabular statement showing the rates of pay drawn by the several grades of officers employed in the public service of the several colonies possessing representative Government; and whilst doing so, I discovered that in one Colony (Victoria) a Civil Service Act was in existence. This Act has been recalled to my mind in connection with the enquiry now on foot respecting the Canadian Civil Service, and I trust it will not be out of place to draw the attention of the Committee of the House of Commons to the Act, and to make some remarks thereon.

The Act is intitled "An Act to regulate the Civil Service." It is numbered "160 of 1862," and the volume containing the Act is in the Library.

I have consulted the several volumes of the Victoria Statutes since 1862, so far as the Library affords the means, and as up to the latest date, 1874, no amending Act has become law, I presume the Bill, with one modification, which I shall notice presently, stands in its original integrity. The Bill bears evidence of having been very carefully drawn up and well considered, each clause having evidently been carefully sifted by the Committees of each House. I find in the tabular statement prefixed to the volume of the Votes and Proceedings of that Session (1862), that almost immediately after its commencement the Government introduced a Civil Service Act, which went to the second reading, and was dropped. Another Act (the one now in question) was at once introduced; was passed, after much discussion in the Assembly, sent to the Legislative Council, returned with some 30 amendments to the Lower House, and, finally, became law.

The Act divides the Public Service into two divisions, the "ordinary" and the "professional," defining each division; the ordinary division consisting of five classes. The Act does not fix the limits of pay, which is left to be decided by the condition of the country, and is arranged in the estimates of the year: it simply says that, except in the highest grades, there shall be a maximum and a minimum limit of salary for each class; and it is to this elasticity that, I imagine, the Act owes its vitality. I should state that increases appear to be made to the yearly salaries by adding to each a sixth part of the difference between the limits of the salary of the class, for instance, a junior is appointed to the fifth grade at £80 stg.;—presuming the maximum of the fifth grade to be £200 stg., the second years' salary would be £80 + $\frac{200-80}{6}$ or £80 + £20 = £100. A clause at the end of the 72nd Section is very deserving of notice, "in every inferior class the maximum limit of salary shall be less than the minimum limit of salary in the class next above such inferior class." One of the greatest troubles in working the Civil Service Act in Canada is occasioned by the overlapping limits of the Senior 2nd and 1st-class clerks; the one running from \$1,100 to \$1,400, the other from \$1,200 to \$1,800. The Act, Sec. xi, further directs that a classified list of all officers in the Public Service shall be published in the month of January in each year in the Government Gazette.

Sec. xvii directs that every candidate for admission into the Service shall pass an examination before a Board of Examiners appointed by the Governor in Council; such examinations to be as the Governor in Council may from time to time direct, *but without competition*. So far as I recollect, the Board consisted of three persons, two being professional men, and the third a high officer of the Service. I think this is right; it would be desirable either that one of the examiners should be

connected with the Department the candidate wishes to enter, or else that the Board should be assisted by an officer of such Department.

Section xix limits the probation to three months, but it directs that the officer at the head of the office or class shall, before the appointment takes place, recommend the probationer, in writing, as, in his opinion, a suitable person. I am inclined to think three months to be too short a period for test purposes. A young man may be physically and intellectually qualified to join the Service; he may, further, be honest, sober, industrious, and steady; but though possessing all these qualities, he may have a temper such as to set all the office by the ears, or he may even be over scrupulous as to the manner in which his work is performed. Sir Arthur Helps treats of this last fault in the chapter "on attracting able men to the service of Government," in his book, "Thoughts upon Government," wherein he quotes a case when, in conjunction with his chief, he engaged for the English Public Service a double first from Oxford, and thought he had secured a prize. He states "that the man had one fatal defect. He was slow. There were, for example, about ten matters of business which had to be brought to him in the course of the day. He was an exacting, fastidious kind of man, and could never be persuaded to settle more than three of them. The consequence was that the business in question fell off from him, and was carried to a man in another department, of more limited education, but a fine reasoner, a master of expression, and, altogether, an admirable man of business." In fact I think it would be desirable to do away with the term "probation," as establishing a kind of claim, and for twelve months simply retain the successful candidate as a temporary clerk; if then he proved to be quick, intelligent, and possessed of a certain amount of give and take, his appointment might be made permanent. I question the interference by recommendation of the senior officer for reasons which I shall give further on.

Section xxiii of the Act is very worthy of attention, as it enables the Governor in Council to secure for the Service any person of known ability to fill a high office, even when there are officers already in the service capable of filling the position. Although, in my opinion, such a step should only be resorted to in extreme cases, yet I can imagine instances where it might be necessary to bring in an outsider even when there is an officer already in the Service capable of filling the appointment. Section xxix guards against unfairness in the making of appointments under these circumstances.

Section xxxi directs annual reports from the head officer. From Section xxxii to Section xxxv, the Act is taken up with penal clauses; and here I think the weak point of the Act is to be found, though I am not certain that the Act has not been modified in these clauses. It will be seen that power is given to dismiss, or to fine; and that, combined with the annual report, the powers granted by the penal clauses give such large grasp of the several Departments to the Secretaries or Deputies, that unless most carefully administered, the government of the Department is apt to become autocratic. It is well known that unlimited power is apt to beget tyranny; certainly this is the case in this very service in the Colony of Victoria, of which I am now writing. One Secretary, by reason of his arbitrary conduct, brought on nearly a revolt. It was recorded by the Melbourne correspondent of the *London Times*, that men used to tremble at the sound of his voice, whilst others would shed tears if his bell rang for their presence. Of course the case is altogether exceptional; but although it is desirable for the sake of good discipline that penalties should remain in the Statute Book, yet the greatest possible safeguards should be instituted to prevent their abuse.

Sec. xxxvi grants annual leave of absence for three weeks. I do not think this is enough, especially in a place so situated as Ottawa.

Secs. xxxix to xlix treat of superannuation. I do not think the Committee have noticed this question, and I shall make no remark thereon.

I have here hurriedly glanced at the Victoria Act. I now propose to make a few remarks on the general question of the Civil Service of Canada.

In the first place, I must remark that beyond the memoranda of Mr. Meredith and Col. Brunel, and the short notices in the papers, I know nothing of the nature

of the questions asked, or the information desired to be obtained; and if I have gone beyond the bounds of the enquiry, I have erred through ignorance.

I agree with Col. Brunel's observations regarding the Civil Service Act as it now stands; and to his remarks I can add no more.

I have not, so far, seen that the attention of the Committee has been drawn to the peculiar circumstances attending the Public Service at the seat of Government in Canada. In England and in all other British Provinces, so far as I know, the seat of Government, wherever it is placed, is also the seat of the learning, trade and commerce of the country. In Canada this is not the case. The Public Service at Ottawa form an isolated community, herding together and measuring themselves, not against their fellows in other conditions of life, but against each other. Such a condition of affairs is unhealthy. I am afraid that to maintain the efficiency of the Public Service at Ottawa at a high standard, and to place it above the keen criticism now in force in Canada, that, from time to time, infusion of new blood will be expedient. I do not wish in these remarks to give more than my individual opinion, and I wish to state that, in no sense, do I desire to detract from the merit of the Service.

I have already said that only in rare cases should vacancies be filled up from outside, and amongst other reasons in support of this view I beg to advance the following:—

(a.) To pass a man over destroys his self-esteem, takes away all his hope in the future, renders his life aimless, and since the individual must always be of chief interest to himself, it has a powerful tendency even with minds of high moral tone to make their work perfunctory.

(b.) The public servant naturally judges what his own future may be by the treatment accorded to his fellows; and to pass a man over not only affects himself, but it affects his immediate surroundings—possibly the entire Department suffers, and in certain cases it will take the heart out of the whole public service.

(c.) It seriously affects discipline. As nothing succeeds like success so nothing is so damaging as failure; and the unsuccessful man can neither obtain respect from his equals, nor obedience from his inferiors. It would probably be well if changes could be more frequently made from the outside to the inside services.

I notice in the Reports of the "Playfair Commission" on the English Public Service that mention is made of the employment of women writers, and, *inter alia*, the Commission reported thereon. The office to which I am attached (the Treasury Board) is occupied chiefly with accounts, and has but little clerical work; nevertheless, at times of pressure I have give out work to women writers; in fact, I think I was the first to try the experiment. I have gone further than mere copying. In order to facilitate the preparation of the Estimates for Parliament, I have had the previous year's estimates put up in skeleton form by a lady, leaving blanks for the Estimates of the year to be filled in afterwards. I have also had the Abstracts of Expenditure attached to the Public Accounts tabulated by a lady, and I am bound to say that the experiment has been successful. As a rule, women write a clear running hand, they are steady workers (necessity often making them so), and I see no reason why they cannot form part of the Public Service. As a specimen of woman's work, I send the Victoria Act, written out.

I have only further to remark that if the Committee have not had their attention already drawn thereto, it would be worth while to consult the Report of the Playfair Commission; and it would not be amiss to notice the evidence of Mr. Lowe, Mr. Stansfeld and the officers of the Treasury, given before the Committee appointed in 1873 to enquire into "Civil Service Expenditure." The report of the Playfair Commission, in particular, upsets the belief entertained of the necessity of competition, and reverses the results arrived at in the report of Sir Stafford Northcote and Sir Charles Trevelyan in 1853.

The salient points in the scheme recommended by the Commission are:—

I. The introduction of a system of service pay and duty pay.

II. The great reduction of the Civil Service writer class, and the reorganization of the service in such a manner as to assign the bulk of the work now done by writers to established clerks.

III. The substitution of selection from a list of successful candidates for the present system of competition.

IV. Proposals for promotion by merit, for transfer from office to office, and for staff appointments.

The second point in the scheme of the Commission is opposed to the opinion of Sir Henry Taylor, who in his book, "The Statesman," published in 1836, gave it as his belief that there should be only one established class, and that the great bulk of the copying business of an office will be always executed most cheaply and efficiently by the piece or job.

(Signed)

J. M. COURTNEY.

P.S.—Since writing the above memorandum the Civil Service Votes have passed through the English House. On the vote "Salaries of the Treasury," Sir H. D. Wolff asked how appointments are now made;—whether by competition or otherwise. Mr. Smith replied that during the existence of the present Government no appointments by competition had been made to the Treasury. No further discussion occurred.

| Name of Colony. | Salary of Governor. | Population. | Revenue. | Expenditure | Imports. | Exports. | Judicial Salaries. | | | Number of Members of Upper House. | Salaries— Houses of Parliament. | | | |
|----------------------|------------------------------|-------------|------------|-------------|------------|------------|-----------------------|-----------------------|-----------------------|-----------------------------------|------------------------------------|-------------------------|--------|------------------|
| | | | | | | | Chief Justice. | Puisné Judges. | District Judges. | | Legislative Council, or Senate. | | | |
| | | | | | | | | | | | Speaker. | Chairman of Committees. | Clerk. | Clerk Assistant. |
| | \$ | | \$ | \$ | \$ | \$ | \$ | \$ | \$ | \$ | \$ | \$ | \$ | |
| (a) NEW SOUTH WALES | 24,066 | 502,861 | 11,887,515 | 11,001,971 | 37,752,101 | 38,889,718 | 12,654 | 9,733 | 4,866 | 30 | 4,866 | 1,946 | 3,153 | 2,311 |
| (b) NEW ZEALAND..... | 21,900 and allowances. | 256,393 | 8,500,232 | 11,640,972 | 22,576,540 | 23,470,746 | 8,273 | 7,300 | 3,894 and 4,380 | 41 | 2,920 | ..... | 1,946 | ..... |
| (c) QUEENSLAND..... | 24,937 | 115,567 | 3,616,216 | 3,720,523 | 7,676,383 | 12,330,829 | 7,300 | *9,733 | 4,866 | 23 | 3,893 | 1,946 | 2,433 | ..... |
| (d) SOUTH AUSTRALIA. | 24,333 | 185,626 | 2,747,915 | 3,582,645 | 13,406,547 | 14,566,104 | 7,300 | 6,326 | ..... | 18 | 2,433 | ..... | 2,433 | ..... |
| (e) TASMANIA..... | 31,633 | 99,328 | 1,308,622 | 1,349,726 | 3,858,858 | 3,357,050 | 7,300 | 5,840 | ..... | 15 | 973 | 730 | *1,460 | ..... |
| (f) VICTORIA..... | 48,666 | 729,654 | 15,851,809 | 16,718,976 | 60,618,018 | 60,687,442 | 14,600 | 12,166 | 7,300 | 30 | 4,866 | 1,946 | 4,866 | 2,920 |
| CANADA..... | 48,666 | *3,484,924 | 19,335,560 | †15,623,081 | 86,947,482 | 74,173,618 | 4,000 and 5,000 | 3,200 and 4,000 | 2,000 and 2,600 | 77 | 3,200 | Nil. | 2,400 | 2,000 |

* Excluding Manitoba and

† Not including Public Works.
British Columbia.

* Also Chief Commissioner of Insolvent Court.

* Also Clerk of the Council.

| Name of Colony. | Salaries— Houses of Parliament, Legislative Assembly, or House of Commons. | | | | Number of Members of Lower House. | Number of Cabinet. | Salaries of Ministers. | | | | | Salaries of Under-Secretaries or Deputies, Auditors, Chief Clerks, Inspectors, &c. | | | | | | |
|---------------------|---|-------------------------|----------|------------------|-----------------------------------|--------------------|------------------------|-----------------------|-------------------------------|---------------------------------|---------------------------|---|------------------|---------------|----------|----------------------------|----------|----------------|
| | Speaker. | Chairman of Committees. | Clerk. | Clerk Assistant. | | | Under-Sec., Secretary. | Under-Sec., Treasury. | Under-Sec., Attorney General. | Under-Sec., Postmaster General. | Under-Sec., Public Works. | Auditor. | Branch Officers. | Chief Clerks. | | | | |
| (a) NEW SOUTH WALES | \$ 5,353 | \$ Not given. | \$ 3,641 | \$ (2) 2,701 | 72 | 7 | \$ (1) 9,733 | \$ (4) 7,300 | \$ (1) 4,866 | \$ (1) 4,623 | \$ 3,641 | \$ 3,641 | \$ 2,925 | \$ 2,925 | \$ 3,641 | \$ 4,380 | \$ 4,501 | \$ 3,153 |
| (b) NEW ZEALAND | 2,920 | ..... | ..... | ..... | 78 | 5 | \$ (5) 4,866 | ..... | ..... | ..... | 2,920 | 2,920 | 2,920 | 2,920 | 4,880 | 3,893 | 2,433 | |
| (c) QUEENSLAND | 3,893 | 1,946 | 2,433 | ..... | 31 | 6 | \$ (6) 3,893 | ..... | ..... | ..... | 2,920 | 2,920 | 2,433 | 2,920 | 2,920 | 3,406 | 3,406 | 2,190 |
| (d) SOUTH AUSTRALIA | 2,433 | ..... | 2,433 | ..... | 36 | 5 | \$ (1) 6,326 | \$ (1) 4,866 | \$ (1) 4,380 | \$ (2) 3,894 | 2,920 | 2,920 | 2,920 | ..... | 2,433 | 3,406 | 3,406 | 2,433 |
| (e) TASMANIA | 973 | 730 | 2,190 | ..... | 30 | 4 | \$ (4) 3,407 | ..... | ..... | ..... | 2,433 | 2,433 | ..... | 2,190 | 2,920 | 2,433 | 2,190 | |
| (f) VICTORIA | 7,300 | 3,893 | 4,866 | 3,893 | 78 | 10 | \$ (1) 9,733 | \$ (8) 8,342 | \$ (1) 7,300 | ..... | 4,380 | 4,380 | ..... | 4,380 | 4,866 | 4,866 | 2,920 | |
| CANADA | 3,200 | Nil. | 2,975 | 1,925 | 200 | 13 | \$ (13) 5,000 | ..... | ..... | ..... | 2,840 | 2,600 | 2,600 | 2,600 | 3,500 | Deputy of Finance Minister | 2,400 | 2,000 to 2,400 |

NOTES TO THE FOREGOING TABLES.

- (a) One-half the Imports come from the United Kingdom, and about one-third of the Exports are shipped to it. The Exports include:—Wool, £2,801,233; and Gold Dust and Gold Coin, £1,878,823; or together, £4,680,056=£22,776,273. In the Branch Officers, I have taken the Salaries of the Colonial Architect, Examiners of Titles, &c., as the test; but there are other officers, such as the Deputy Master of the Mint, Chief Engineer, &c., whose emoluments are much greater. The reason of a smaller sum being paid to the Under-Secretary of the Attorney-General, arises from the fact that the Cabinet includes a Solicitor-General as well as the Premier.
- (b) A considerable portion of the Revenue of New Zealand is derived from the sale of Crown Lands, Depasturing Licenses, &c.; this is not included in the ordinary financial statement, but is treated separately in the accounts as "Territorial Revenue." The latest return shows this revenue to be \$3,838,968 for the year. The Imports from the United Kingdom, and the Exports to, are, as in New South Wales, just one-half and one-third respectively. In the year 1868, which gives the latest detail, out of the total value of Exports—£4,429,198—Wool was valued at £1,516,548, and gold at £2,492,721; in all, £4,009,269, or \$19,511,776. The total quantity of Gold exported from the 1st of April, 1857, to the 31st March, 1870, was 5,155,295 ounces; value £20,024,218, or \$97,451,195. There is no Minister of Public Works; the Colonial Secretary has no Under-Secretary. Members of both branches of the Legislature receive £1 sterling per diem for each day's attendance. New Zealand is divided into Eight Provinces, each of which is governed by an elected Superintendent and a Provincial Council.
- (c) The trade is chiefly with the other Colonies and Great Britain. The staple articles of Export are Wool, Gold and Cotton; the last having risen from an Export, in 1864, of 200 cwt., to an Export, in 1870, of 8,201 cwt.
- (d) The chief Exports are Corn, Wool and Copper; and of the total of 1868, which gives the latest details, out of Exports, in value £2,819,300, Flour and Wheat=£554,585; Wool=£1,346,323, and Copper=£400,691; in all, £2,301,599. There is no Postmaster-General; the Post Offices are under the control of the Colonial Secretary.
- (e) The trade of Tasmania is chiefly with the other Australian Colonies, more particularly with New South Wales and Victoria. About one-fifth of the Imports are received from Great Britain, and rather less than half the Exports are sent there. In addition to the Cabinet there is an Executive Council of 18 members.
- (f) The Imports from Great Britain during the year given=\$20,970,701, and the Exports to Great Britain \$28,136,634, of which Wool alone amounted to \$22,900,378, the weight of the Wool being 64,220,935 lbs. Half the total Export nearly consists of Gold, chiefly exported to India and China. The official return of the Gold Fields from 1851 to 1870, shows the produce to have been 39,515,989 ozs., of the value of \$748,455,053. In Victoria, besides the Attorney-General and Solicitor-General, there are also attached to the Law Departments a Crown Solicitor at \$4,866; three Crown Prosecutors at \$2,920; and two Chief Clerks (Civil and Criminal) at \$2,920. There are also a Commissioner of Titles at \$9,733; a Master in Equity at \$7,300; a Chief Commissioner of Insolvent Estates at \$7,300; and a Curator of Estates of Deceased Persons at \$2,920 and 2½ per cent. commission. There is no Auditor, but there are three Commissioners of Audit at \$4,866 each; and the Clerks, Clerks of Works, Accountants, &c., answering to the 1st Class Clerks of Canada, receive \$2,361. There is a Board of Examiners for the Civil Service, consisting of the following gentlemen:—W. E. Hearn, M.D., LL.D.; Capt. Kay, R.N., F.R.S. (Clerk of Council); W. W. Wardell, C.E.

VICTORIA.

An Act to regulate the Civil Service.

Cap. 160 of 1862.

PREAMBLE.

WHEREAS it is expedient to classify the Civil Service according to the duties performed by the officers thereof, and to regulate the salaries therein accordingly, and to establish a just and uniform system of appointment, promotion and dismissal, and to grant to such officers furlough for recreation and other purposes, and provide retiring allowances for them in certain cases; Be it therefore enacted by the Queen's Most Excellent Majesty, by and with the advice and consent of the Legislative Council and Legislative Assembly of Victoria, in this present Parliament assembled, and by the authority of the same, as follows:—

PART I.—CLASSIFICATION.

1. Nothing in this Act shall apply to any Judge of the Supreme Court, or of any inferior Court, or to the Master in Equity, or to the chief or any other commissioner of insolvent estates, or to any prosecuting barrister, or to the Commissioners of Audit, or to any officer, the right to appoint whom is not vested in the Governor in Council, or to any officer, constable or other member of the police or volunteer force, or to any officer paid out of contingencies, or to any officer remunerated by fees or commission, or to any officer who is now or hereafter shall be in any Department which the Governor in Council shall declare temporary, or to any officer temporarily appointed or employed, or to any officer or class of officers to whom or to which the Governor in Council shall declare that the provisions of this Act shall not apply.

2. The Civil Service shall, for the purposes of this Act, be taken to consist of two divisions, that is to say: The "Ordinary Division," and the "Professional Division."

3. The professional division shall include all those offices, whether now existing or hereafter to be created which require for their exercise some skill usually acquired only in some profession or other pursuit different from the Civil Service, and shall consist of as many classes as the Governor in Council may, in the case of each department of such division direct.

4. The ordinary division shall include all those offices, whether now existing or hereafter to be created, which are not comprised in the professional division, and shall consist of five classes.

5. The officers mentioned in the first schedule to this Act shall be officers of the first-class in the ordinary or the professional division, and, except in the case of officers paid by virtue of any Act now, or which hereafter shall be in force, shall have attached to them respectively, but subject to such alterations as are hereinafter provided, the several salaries which shall be granted to them by the Appropriation Act for the year one thousand eight hundred and sixty-two.

6. Every class in each division as aforesaid, except the first class of the ordinary and the first class of the professional division, shall have a maximum and a minimum limit of salary, ascertained in the manner hereinafter directed, and every officer therein shall be entitled to receive in every year by way of increase to his salary, a sum equal to one-sixth part of the difference between the limits of the salary assigned for that year to the division and the class in which he is placed, but no officer shall in any year receive a salary higher than the maximum limit for that year in his division and class.

7. Before the transmission of the message accompanying the estimates in any financial year, the Governor may recommend, by message to the Legislative Assembly, a rateable reduction or increase, if any such be required, according to a specified rate in or to the salaries of the officers of the first class, and also a maximum and minimum limit of salary for each class except the first in each division of the service, and the rate of such reduction and increase, if any, and the limits of salary thereupon adopted by the Legislative Assembly for each such class shall be the rate of reduction and increase, or the limits of the salary as the case may be for that class, during the financial year, but in every inferior class the maximum limit of salary shall be less than the minimum limit of salary in the class next above such inferior class.

8. As soon as conveniently may be after the passing of this Act the Governor in Council shall determine the number of offices of each division and class aforesaid, that are required for the efficient working of each department, and shall classify the officers of the Civil Service according to the arrangement of offices so determined, and as soon as such classification has been completed a statement thereof shall be published in the *Government Gazette*.

9. Where any officer thinks that in the classification for the year one thousand eight hundred and sixty-two he has been placed in a class lower than that in which, from the nature of the services he performed he ought to have been placed, if the responsible Minister in charge of the department, consent in writing, that he shall do so, he may, within one month from the date of publication of such classification, apply to the Governor in Council, and the Governor in Council shall thereupon appoint three or more competent persons to hear and report thereon and may confirm or alter such classification, and such classification as confirmed or altered shall be final.

10. Where any question arises respecting the rights or the obligations under this Act, of any officer or class of officers, the Governor in Council may decide the same and such decision shall be final.

11. As soon as convenient after the determination of such application in the year one thousand eight hundred and sixty-two, and in the month of January in every year afterwards, a list of all officers in the Civil Service, classified as aforesaid, with the date of their first appointment, shall be published in the *Government Gazette*, and such list shall be *prima facie* evidence of the character of the office and of the rank and length of service of every officer therein named.

12. It shall be lawful for the Governor in Council from time to time to diminish the total number and alter the distribution of the officers in the Civil Service in each Department as circumstances may require.

13. Where in the present year any officer shall receive a salary assigned under this Act to the class in which the Governor in Council places him, but beyond the minimum salary of that class, such officer shall continue to receive the same salary, but shall not receive any annual increment thereto until the time at which if he had entered such class at its minimum salary in the present year, he would have been entitled to receive an annual increment.

14. Where in the year one thousand eight hundred and sixty-one any officer received a salary higher than that assigned under this Act to the class in which the Governor in Council places him, he shall receive the maximum salary of such class.

15. Where in the case mentioned in the next preceding section, the reduction of salary amounts to or exceeds ten per cent., the officer whose salary is so reduced shall receive in consideration thereof a sum amounting to one-twelfth part of such reduction for each year of service, and a proportionate sum for any additional time less than a year.

16. When the services of any officer are dispensed with in consequence of any change in any department and not for any fault on the part of such officer, if he have been employed at the time of the passing of this Act in any office for which a salary has been provided by the Appropriation Act of 1861, or if at any future time he holds in his own behalf, and not as acting for any other person, any office within

the meaning of this Act, every such officer shall as compensation receive for each year of service one month's salary, according to the rate of salary paid to him during the year one thousand eight hundred and sixty-one, or at the time when his services shall be so dispensed with as aforesaid and a proportionate sum for any additional time less than a year.

PART II.—APPOINTMENTS.

17. Every person entering the Civil Service within the meaning of this Act shall, except as hereinafter provided, be subject to the probation herein directed and shall be conditionally employed in the lowest, or where, in the opinion of the Governor in Council, special but not professional qualifications are required, in the fourth class in that division of the service to which he is attached at the minimum salary of such class.

18. Every candidate for admission into the Civil Service shall, as a condition precedent to his nomination as a probationer, produce such evidence as the Governor in Council may think sufficient as to his age, health and moral character and every candidate for admission into the ordinary or the professional division shall further pass before a Board of Examiners appointed by the Governor in Council such examination but without competition, as the Governor in Council may from time to time direct.

19. When any person has been conditionally employed upon probation in any office in the Civil Service, if, at the expiration of three months from the date of such employment, the first class officer of the department in which the probationer has served recommend in writing the probationer as a suitable person to be appointed an officer of the Civil Service, the Governor in Council may, if he think fit, then, but not before, appoint such person.

20. The Governor in Council may at any time during the probation summarily dismiss any probationer, and every probationer shall during such period receive half the salary of the class to which he is conditionally employed, but if he be permanently appointed he shall receive the remaining moiety from the date of his conditional employment.

PART III.—PROMOTION.

21. When in the ordinary division any vacancy occurs in any superior class, if it be expedient to fill up such vacancy, the Governor in Council, except as hereinafter provided, shall promote from the class next below that in which the vacancy has occurred, such officer as he shall judge the most deserving of such promotion.

22. When in the professional division any vacancy occurs in any superior class, if it be expedient to fill up such vacancy, and if the Governor in Council be of opinion that there is any officer of lower rank in the Department where such vacancy has occurred, competent to discharge the duties of the vacant office, he shall appoint such officer, but if there be no such officer then he may appoint such person as he may think fit, although not previously engaged in the Civil Service, with or without examination or probation.

23. Whenever it is expedient to secure for the public service on the occurrence of any vacancy the services of some person of known ability and to place such person immediately in some of the higher classes of the Civil Service although such person may not have been previously engaged in the Civil Service of this colony, and although there may be in the lower classes of the Service officers competent to perform the duties of the vacant office, the Governor in Council, anything in this Act to the contrary notwithstanding, may appoint such person accordingly and without either examination or probation.

24. When any such appointment is made without examination or probation, a statement thereof and of the reasons for which it has been made, shall within one week after the date thereof be published in the *Government Gazette*.

25. Notwithstanding anything herein contained, any person who at any time has been or shall hereafter be employed in any office in the Civil Service, and who has not been dismissed or called on to resign for improper conduct, may be appointed to any class in the same manner as if he had never left such service.

26. Every head of a Department shall furnish to the Governor in Council once in each year, or at other times as the Governor in Council may direct, reports upon the conduct and the efficiency of the officers employed in his Department.

PART IV.—PENALTIES—DISMISSALS.

27. After the passing of this Act, no officer of the Civil Service shall be dismissed therefrom, or suffer any other penalty in respect thereof, except for the causes and in the manner set forth in this Act; but nothing herein contained shall be taken to prevent the Governor in Council, if it be expedient, to reduce the number of officers in any Department, or to amalgamate two or more Departments from dispensing with the services of any officers in consequence of any such alteration.

28. The Governor in Council may from time to time make and publish in the *Government Gazette* regulations, and repeal or vary the same concerning the duties to be performed by officers of the Civil Service, and the discipline to be observed in the performance of such duties, and may affix to breaches of such regulations according to the nature of the offence, the penalties herein set forth, provided always that no such regulations shall in any manner alter or affect duties which by any Act now or hereafter to be in force are, or shall be, required to be performed.

29. If any officer be guilty of any breach of such regulations the Governor in Council may, according to the nature of the offence, dismiss him from the service or reduce him to a lower rank therein or to a lower salary within his class, or deprive him of such future annual increment as he would otherwise have been entitled to receive, or of any part thereof, or of his leave of absence during such time as the Governor in Council thinks fit.

30. If any officer be convicted of any felony or infamous offence, or become bankrupt, or apply to take the benefit of any Act now or hereafter to be in force for the relief of insolvent debtors, or by any deed or other writing, compound with his creditors or make an assignment of his salary for their benefit, he shall be deemed to have forfeited his office.

31. When any such officer has forfeited his office by reason of any such pecuniary embarrassment as aforesaid, if he prove to the satisfaction of the Governor in Council that such embarrassment has not been caused or attended by any fraud, extravagance or dishonorable conduct, the Governor in Council may reinstate such officer in his former position in the service.

32. Where any officer is guilty of any conduct which, in the opinion of the Governor in Council, renders him unfit to continue in the Civil Service, such officer, upon proof thereof as hereinafter directed, may be dismissed from the service.

33. When any officer is negligent or careless in the discharge of his duties, if the officer in immediate charge of the department wherein such first-mentioned officer is engaged, be of opinion that the offence is not of so serious a nature that a report thereof should, in the course of his duty, be made to the Governor in Council, such officer in charge may, for every such case of misconduct, order to be deducted by way of fine from the salary of such other officer a sum not exceeding five pounds, and the responsible Minister of the department may, on the appeal of the officer so punished, confirm or disallow such penalty, and his decision shall be final and without appeal.

34. The Treasurer on receiving notice of any pecuniary penalty imposed under the authority of this Act shall deduct the amount thereof from the salary or next payment made by him on account of salary to the officer incurring such penalty.

35. When any officer is accused of a breach of his duty or of any conduct rendering it unfit that he should remain in the Civil Service, if he deny the truth of such accusation, and if the Governor in Council nevertheless thinks that sufficient

cause has been shown for further proceedings, the Governor in Council may appoint three or more fit and proper persons to inquire as to the truth of such charge, and such persons shall have authority to hear, receive and examine evidence, and shall after fully hearing the case report to the Governor in Council their opinion thereon.

PART V.—LEAVE OF ABSENCE.

36. The responsible Minister of every Department may, at such times as may be convenient, grant to every officer leave of absence for recreation for any period or periods not exceeding in the whole three weeks in each year, and in each case of illness or other pressing necessity grant such extended leave, not exceeding twelve months, and on such terms as he thinks fit.

37. Where any officer desires to visit Europe or some other distant country if he have continued in the Civil Service of this colony at least ten years, and have not been reduced for his conduct or deprived of leave of absence under this Act, the Governor in Council may grant him leave of absence upon half salary for a period not exceeding twelve months, but for such period of absence such officer shall not be entitled to receive any annual increment.

38. The following days shall be observed as holidays in the public offices:—New Year's Day, Christmas Day, Good Friday, and the three following days, Whit Monday, the anniversaries of the birthday of Her Majesty, of the day of separation of the District of Port Phillip from the Colony of New South Wales, and of the day of Proclamation of the Constitution Statute, and any other day appointed in the *Government Gazette* as a public holiday. Provided that nothing in this Act shall prevent the responsible Minister in charge of a Department from requiring the services of any officers of such Department during any such holiday in case of emergency, but in that case such officers shall be entitled in lieu thereof to a holiday upon such other occasion as shall not interfere with the public service.

PART VI.—SUPERANNUATION.

39. When any officer, after the passing of this Act (except as hereinafter provided) has attained the full age of sixty years, he shall therefrom retire from active service upon a superannuation allowance.

40. Any officer who at the time of the passage of this Act has attained, or within ten years after, shall have attained the age of sixty years, if or as soon as he shall have been ten years in the Civil Service of Victoria, or of the District of Port Phillip, or of both, and if he has not received any other compensation or retiring allowance in respect of such service, shall retire from active service on an annual allowance of half of the average annual salary received by him during the two years preceding his superannuation.

41. The Governor in Council may nevertheless require any officer who would otherwise retire as aforesaid, notwithstanding his age, to continue to perform his duties.

42. When any officer desires to retire from active service, and has not attained the full age of sixty years, if he produce medical evidence satisfactory to the Governor in Council that he is incapable, from infirmity of mind or body, to discharge the duties of his office, and that such infirmity is likely to be permanent, the Governor in Council may permit such officer to retire accordingly upon a superannuation allowance.

43. If the Governor in Council requires any officer to resume his duties in his former office or in any other office for which he is qualified, and if such officer be in such a state of health as to be able to perform such duties, and if he decline to undertake such duties, or neglect duly to perform the same, such officer shall forfeit his right to the superannuation allowance which had been granted to him; and if he resume his duties, his superannuation allowance shall merge in his salary.

44. Every superannuated officer (except as hereinbefore expressly provided), whether his remuneration be computed by day pay, weekly wages or annual salary, shall receive in respect of such superannuation the following annual allowance (that it to say:—After ten years' service and under eleven years, ten-sixtieths of the average annual salary received by him during three years preceding his superannuation; after eleven and under twelve years' service, eleven-sixtieths of such annual salary; and in like manner, for each additional year of service, an addition to his annual allowance of one-sixtieth of such salary until he has completed the full term of service of forty years; but the total amount of any superannuation allowance shall in no case exceed forty-sixtieths of the salary on which the allowance is computed.

45. Where any officer has served for a less period than ten years, if without his own default and in the discharge of his public duty, he receive such bodily injury as to incapacitate him from the discharge of his duties, the Governor in Council may grant to such officer a gratuity not exceeding three months' pay at his then rate of salary for each year of service.

46. Where any officer has served for a less period than ten years if he be constrained from infirmity of body or mind to leave the service the Governor in Council may grant to him such gratuity as he may think fit, not exceeding in any case the amount of one month's pay at his then rate of salary for each year of service.

47. If any officer shall die from bodily injury received without his own default in the discharge of his public duty, the Governor in Council may grant to the widow or children, or at his discretion to any other relation of such officer a gratuity not exceeding one month's pay for each year of service at the average annual salary he was receiving for the ten years next preceding his death if such officer was employed ten years in the Civil Service, and if he was not employed ten years, then at the average annual salary he was receiving during the time he was so employed.

48. When any superannuation allowance is granted under this Act, the causes of the granting thereof shall be set forth in the warrant granting the same.

49. Nothing herein contained shall be taken to prevent the Governor from recommending to Parliament any addition to any superannuation allowance or gratuity in consideration of any special services rendered by the officers entitled thereto, or of any other unusual circumstances.

PART VII.—MISCELLANEOUS.

50. The provisions contained in the sixteenth Section and the fourth, fifth, sixth and seventh parts of this Act, and none others shall apply to the officers mentioned in the second schedule hereto, and the salaries of such officers shall be the salaries respectively assigned to them by the *Appropriation Act* for the year one thousand eight hundred and sixty-two, and shall (except in cases of officers whose salaries are paid by virtue of any Act which now is, or which hereafter shall be in force) be subject to reduction or increase in the same manner as the salaries of officers of the first class in the ordinary or professional division are determined under this Act, and any such officer may be appointed to any other office in the Civil Service which in the opinion of the Governor in Council he is competent to fill.

51. The provisions contained in the sixteenth section, and the fourth, sixth and seventh parts of this Act and none others shall apply to the officers mentioned in the third schedule hereto, and such officers shall receive respectively such salaries as Parliament may from year to year provide, except lockers and weighers in the Customs' Service, who shall have all benefits arising from the provisions of this Act to officers of the fourth class except that of increment alone.

52. Where any officer is allowed to use for the purpose of residence any building belonging to the Government, the Governor in Council may direct that a fair and reasonable sum as rent thereof be deducted from such officer's salary.

53. Nothing herein contained shall be deemed to alter the *Constitution Act* of the Parliament of Victoria numbered 86.

54. No officer in the Civil Service shall be deemed to be entitled to any compensation by reason of any reduction of his salary or annual increment consequent upon any alteration of the limits of salary of his class as hereinbefore provided, or by reason of any alteration in the scale of superannuation allowances which may be made by any Act amending or repealing this Act.

55. Where any money has been appropriated by Parliament in any year for the payment of the salaries of the officers in any class and division if during the year for which such appropriation has been made any vacancy occur in any such class and be not filled up, the Governor in Council may apply the money appropriated to such vacant office or any part thereof to the payment of any other officers in a lower class of the same division that he may appoint.

24. No officer in the Civil Service shall be deemed to be entitled to any compensation by reason of any reduction of his salary or annual allowance, consequent upon any alteration of the limits of salary of his class as hereinafter provided, or by reason of any alteration in the scale of superannuation allowances which may be made by any law in force at the time of such alteration.

25. Where any money has been appropriated by Parliament in any year for the payment of the salaries of the officers in any class and division in that year, and if such appropriation has been made any year or years in any such class and division, the amount of such appropriation in that year shall be applied to the payment of the salaries of the officers in that year, and the balance of such appropriation shall be applied to the payment of the salaries of the officers in the following year, and so on, until the whole of such appropriation has been applied to the payment of the salaries of the officers in that class and division.

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